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CORE AREA POLICY BRIEF

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EXECUTIVE SUMMARY OF THE CORE AREA POLICY BRIEF

1. Introduction

The "Core Area Policy Brief" represents the result of a special process which Council established to consider different alternatives for Calgary's Downtown in the future. As compiled in "Appendix A: Consolidation of Core Area Preferences" (September 1, 1982), the Calgary Planning Commission, the Mayor's Committee on the Downtown and the Board of Commissioners made recommendations to Council based on the work of the Council-appointed Citizens' Options Committee as well as the "Proposed Downtown Area Redevelopment Plan". The proposed "Core Area Policy Brief" document drew together Calgary Planning Commission's recommendations as a coherent package which became one of the bases for Council's deliberations and decisions. On the basis of that material, City Council approved the "Core Area Policy Brief" as amended on October 29, 1982. This final consolidated publication reflects Council's decisions.

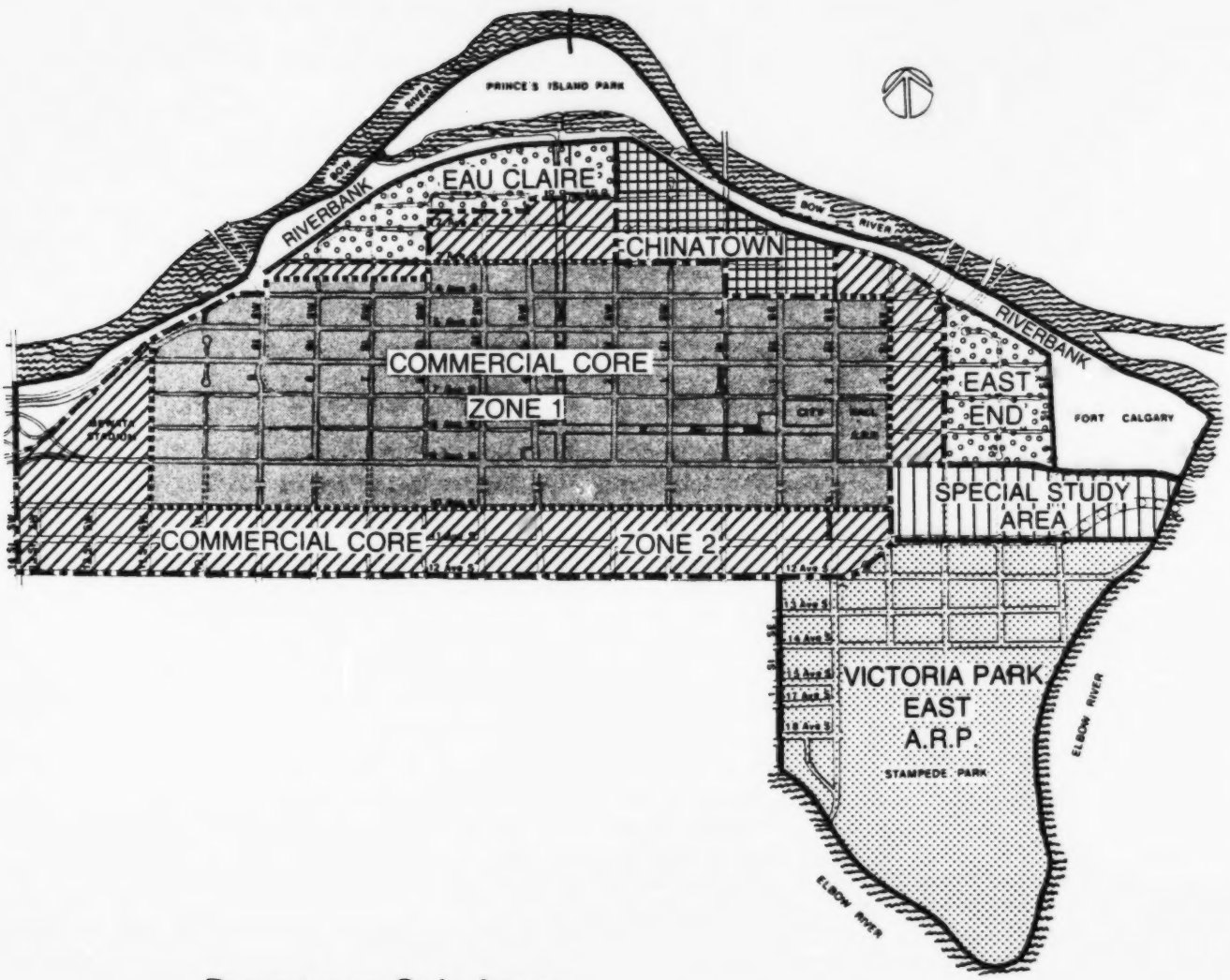
The "Core Area Policy Brief" provides a policy framework for land use and development as well as services to guide future Downtown development. In order to work towards this future, a number of planning and implementation steps are necessary including not only the adoption of this "Policy Brief" but also the preparation of a statutory plan and amendments to the Land Use By-law 2P80. As a result of Council's approval in October of 1982, the "Handbook of Public Improvements" has been revised and reprinted to accompany this final "Core Area Policy Brief", establishing the public systems and high priority improvements and programming needs. The related physical improvements and program initiatives would be addressed as a priority in the annual capital budgeting process in future years.

2. The Plan

Downtown extends generally between the Bow River and 12th Avenue S. from 14th Street W. to the Elbow River with an extension into Victoria Park East between 12th Avenue S. and the Elbow River east of 1st Street E. Downtown is intended to remain as the pre-eminent commercial centre for Calgary complemented by residential areas in Eau Claire and the East End as well as the unique entity of Chinatown and the Riverbank open spaces.

a. Commercial Core Zone 1 - The central area north of and along the C.P.R. tracks will have the potential for the most intensive development with a predominance of offices but retaining retailing and entertainment functions. In order to achieve high commercial densities, there are three options with associated basic mandatory requirements:

   - a basic density with an additional allowance for density transfer for heritage purposes;



Downtown Sub-Areas

- a zero-based bonusing system which encourages features such as on-site open space and pedestrian components. As well, density bonuses for off-site improvements on public lands and density transfer for heritage preservation are available;

- beyond a certain high density level, a project would be subject to a specialized Direct Control application and decision by City Council, with respect to the additional on and off-site amenities.

b. Commercial Core Zone 2 - Surrounding the Core Zone 1, a secondary, high-density area is seen as allowing largely commercial development with the potential for institutional and residential development as well. Through a bonus system tailored to this area's characteristics, a density intermediate between that of the Commercial Core Zone 1 and that of the abutting areas of Eau Claire, the East End, Connaught and Victoria Park could be achieved.

c. Residential Areas - The residential precincts of Eau Claire and the East End will offer high-density housing with the benefits of a Downtown location. There will be some flexibility in built form, parking and retail opportunities to respond to these areas' unique characteristics.

d. Special Areas - The Riverbank is recognized as the Downtown's major open space with specialized segments to satisfy both the needs of local residents and employees as well as residents of the City as a whole. Throughout the Downtown, other special areas are identified as meriting special attention and development guidelines such as the pedestrian malls, the Special Heritage Area, public open spaces, the 7th Avenue Transit Corridor and so on.

e. Chinatown - Chinatown remains a unique entity within Downtown which will be addressed through a special planning process and workshop to update the Chinatown Design Brief (1976).

f. Parking - In the Downtown area north of 12th Avenue S., specialized Downtown office, entertainment and residential parking standards are established. Short-term parking will be considered as a development permit condition. A central area is established wherein on-site parking provision is restricted to a maximum of 50 percent of the By-law requirements with the remainder provided through cash-in-lieu payments. In the surrounding area, a minimum of 75 percent of the By-law requirements must be provided on-site with any difference between that and the full requirement provided for through a cash-in-lieu payment.

BOW
RIVER
14 Street SW
12 Avenue S
Study Area Boundary

12 Avenue S
1 Street SE
Centre Street S
BOW
RIVER
ELBOW
RIVER

CHAPTER 1
INTRODUCTION

At its meeting of July 22, 1982, City Council directed:

> "that the Planning Department be instructed to prepare a cohesive report based on the Recommendations of the Calgary Planning Commission on the Core Area Policy Review, and further that this report be disseminated to the public together with the recommended options from the Mayor's Task Force, Core Area Policy Options Committee, Board of Commissioners and Area Redevelopment Plan."

The proposed "Core Area Policy Brief" was prepared in accordance with that decision. Associated with the proposed report, Appendix A presented all of the options recommended by the listed groups. Appendix B comprised the "Handbook of Public Improvements" which established public systems and identified first priority improvements to the public environment as well as programming needs.

On October 29, 1982, City Council approved the "Core Area Policy Brief" as amended so this final report reflects the policy as approved. The approved public systems are illustrated on the foldout map accompanying the "Core Area Policy Brief". The "Handbook of Public Improvements" has also been revised and reprinted to reflect Council's decisions.

A. PURPOSE

The "Core Area Policy Brief" represents a detailed policy framework to guide the future development of Downtown. Policies related to land use and development form are outlined for the Commercial Core Zones 1 and 2, the Residential Areas (Eau Claire and the East End), Chinatown, the Riverbank as well as the Special Areas throughout Downtown. This initial Chapter introduces the "Core Area Policy Brief" by outlining the process leading up to its production and the implementation process for translating policy statements into action.

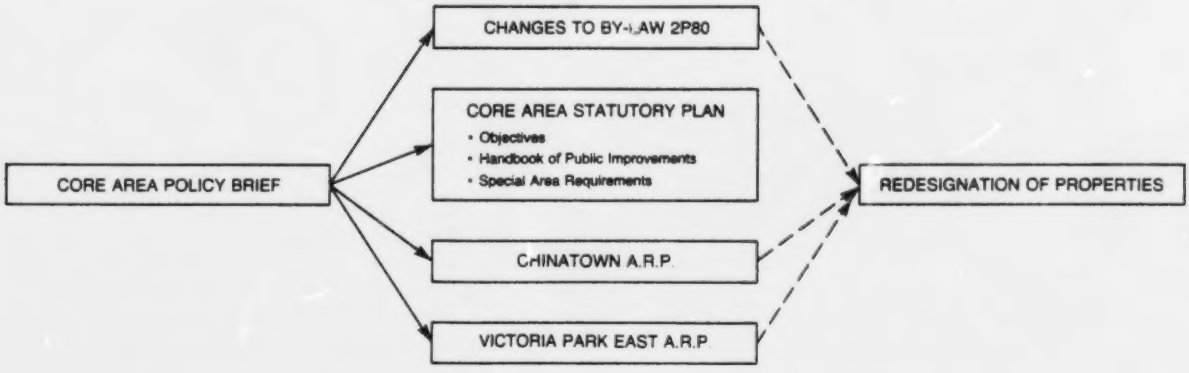
B. IMPLEMENTATION

The "Policy Brief" provides general direction. More specific action is required to implement its contents, including:

1. Preparation of a statutory plan based on selected components of the "Policy Brief" including Objectives, Public Improvements and Special Development Guidelines (not included in the Land Use By-law 2P80), giving special attention to the need for flexibility and discretion on the part of the Approving Authority. Furthermore, the Administration will report back to Council on the type of item that will be included in such a statutory plan prior to commencing a detailed work program.

2. Revision of existing Downtown land use districts in the Land Use By-law 2P80 or creation of appropriate new districts tailored to meet the Brief's objectives, including the zero-based bonusing system and a possible "grandfather" clause to deal with non-conforming uses. This stage may lead to the subsequent step of property redesignations.

3. Completion of the Victoria Park East Area Redevelopment Plan with the associated redesignation process as well as any necessary amendments to relevant statutory plans including the Calgary General Municipal Plan and the Land Use By-law 2P80.



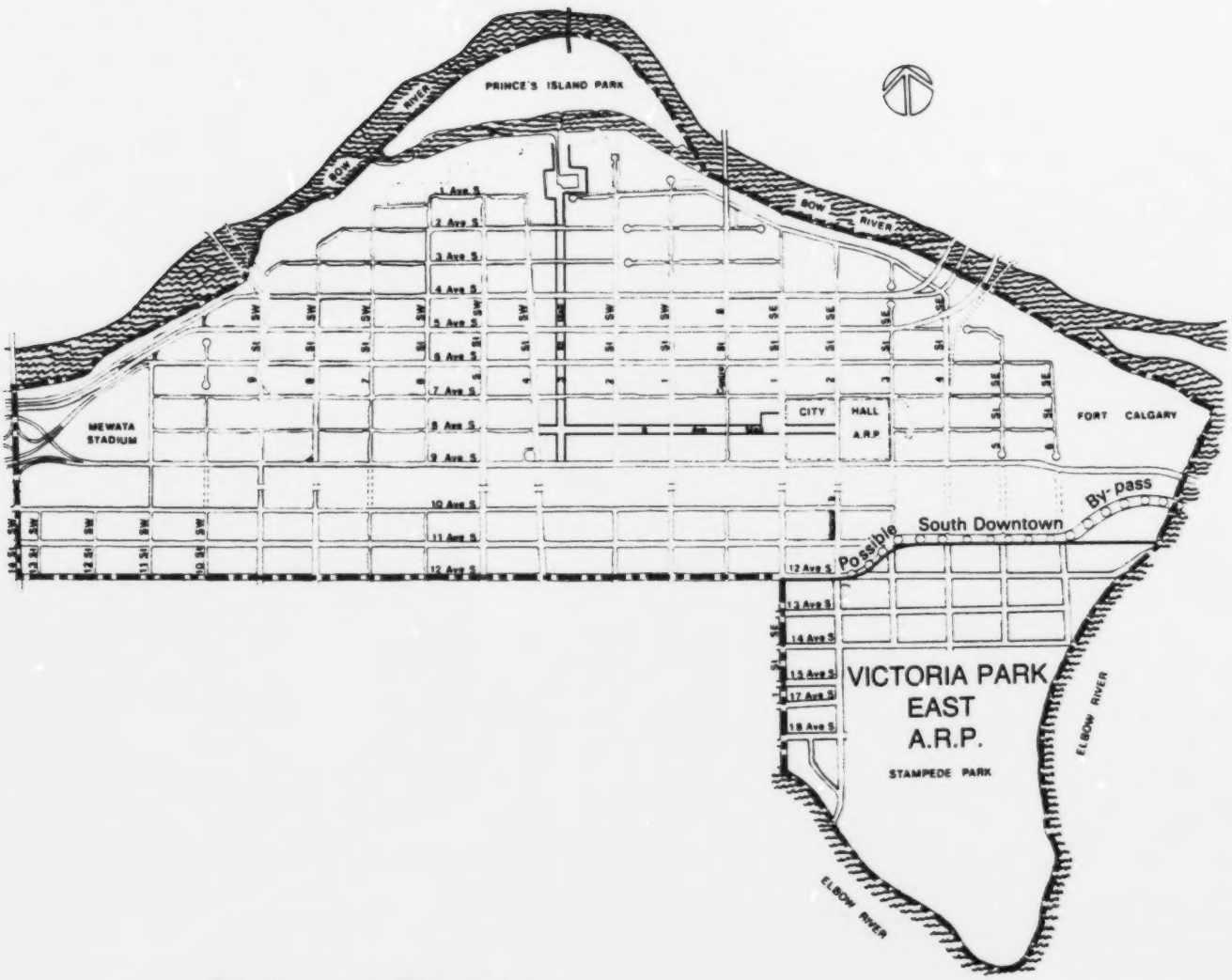
As indicated by the steps outlined above and the accompanying diagram, the adoption of the "Core Area Policy Brief" is simply a first step which requires a number of subsequent actions in order to have any significant effect. The Planning Department has been authorized to proceed with the implementation phase of the approved "Core Area Policy Brief" with the involvement of all parties who express an interest in participating.

C. BACKGROUND/CONTEXT

In 1978, City Council approved the Calgary General Municipal Plan which, as the overall "umbrella" statutory plan for the City, incorporates the most general level of objectives for Downtown. In February 1979, City Council adopted the Downtown Plan which established a series of goals and objectives for the Downtown, general policies related to land use and development, transportation, open space and other public systems. In 1979, Council also directed the Planning Department to prepare more detailed Area Redevelopment Plans for the six sub-areas recognized as part of Downtown.

On February 23, 1982, City Council decided to pursue a non-statutory policy approach rather than a statutory area redevelopment plan by-law. Subsequently, City Council established a process for the preparation of the "Core Area Policy Brief". That process involved the generation of a range of alternatives for each issue by a Council-appointed "Citizens' Options Committee" and the recommendation to City Council of preferences for each alternative by the Calgary Planning Commission, the Mayor's Committee on the Downtown and the Board of Commissioners.

On July 22, 1982, City Council received the preferred alternatives selected by each of the above bodies and directed the Planning Department to prepare a proposed "Core Area Policy Brief" based on Planning Commission's recommendations. As a result of Council's Public Hearing and deliberations on the "Core Area Policy Brief" during October of 1982, the "Policy Brief" was approved as amended, which is now reflected in this consolidated final report.

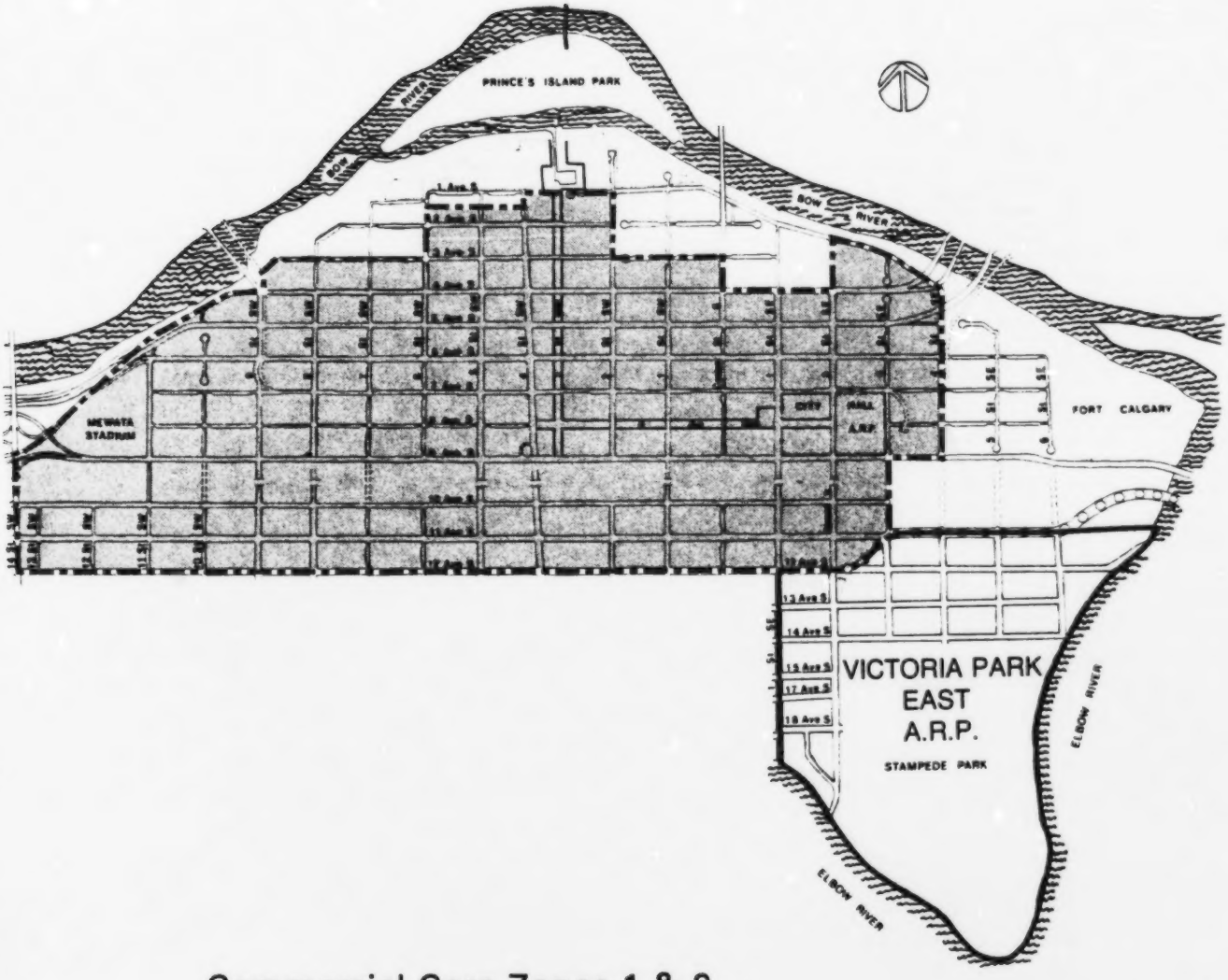


Study Area Boundary

D. STUDY AREA

The extent of the Downtown study area was established through the Downtown Plan as the area bounded by the Bow River to the north, the Elbow River to the east, 14th Street W. on the west and 11/12th Avenues S. (approximating the future South Downtown By-pass) on the south. In the formulation of the "Core Area Policy Brief", the Citizens' Options Committee and the recommending bodies considered the advisability of establishing 17th Avenue S. as Downtown's southern boundary.

City Council adopted a Downtown boundary which incorporates Victoria Park East. The Downtown's eastern and southern boundary is the Elbow River as far west as 1st Street E., which then is the boundary to 12th Avenue S., which then becomes the southern boundary as far west as 14th Street W. It is recognized that the "Core Area Policy Brief" simply acts as an overall framework without compromising detailed community planning now underway in this area. Within the extended Downtown, the option of mixed commercial and residential development along the major road arteries in the southern area should be considered in the formulation of the current Area Redevelopment Plan.



Commercial Core Zones 1 & 2

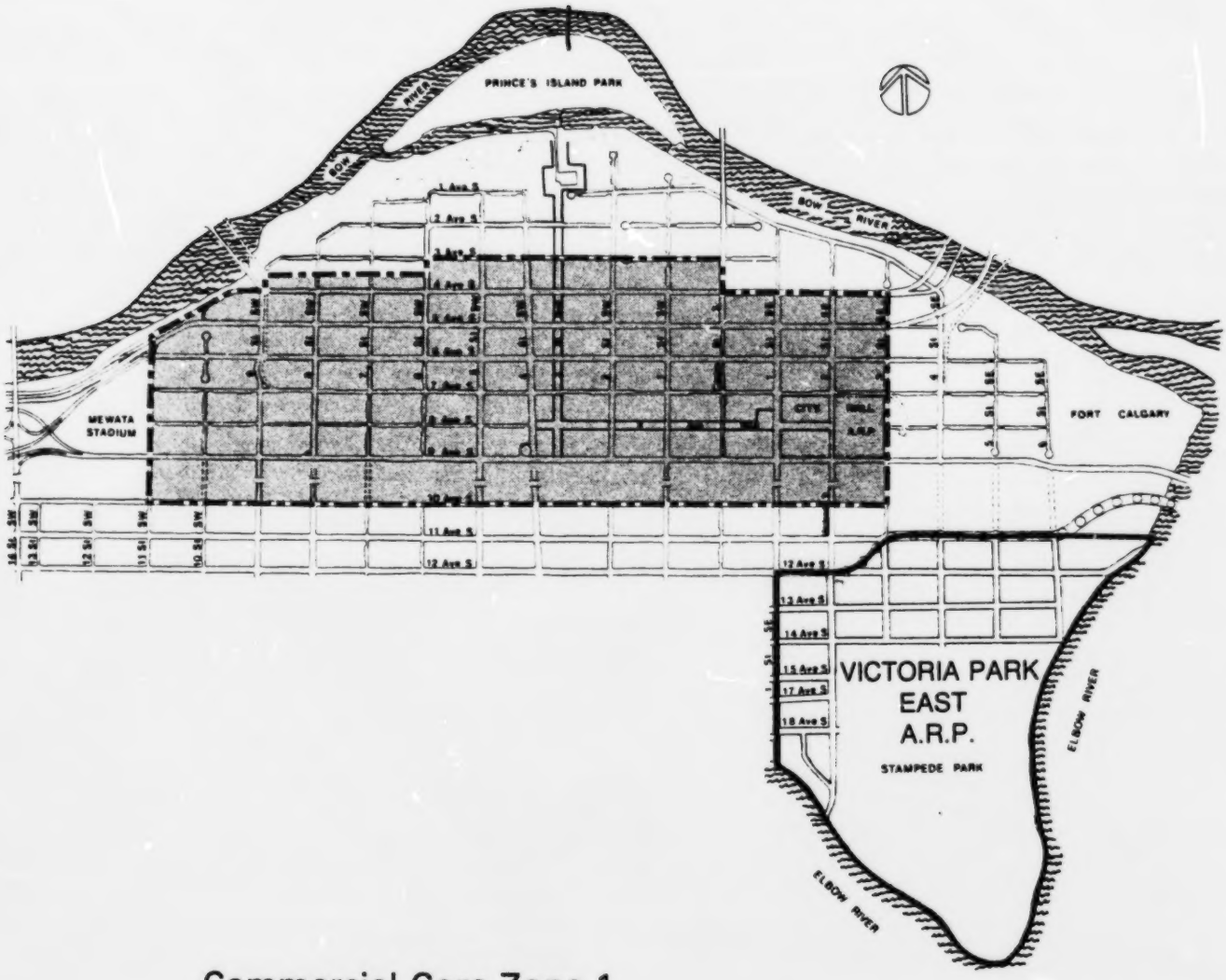
CHAPTER 2
COMMERCIAL CORE

A. OVERVIEW

Downtown will remain the focus of the most intensive commercial development in the City. The Commercial Core will allow primarily commercial office development to two different levels of intensity, encouraging a greater dispersion of intensive development than has previously typified Calgary.

The Commercial Core Zone 1 constitutes a central zone north of and along the C.P.R. tracks characterized by intensive office employment coupled with retail and entertainment activities. In addition to commercial and institutional uses, there is the potential for a residential component. Within this Core Zone 1, there are special areas with important distinctions and traits including the pedestrian malls, the associated retailing areas, the heritage buildings and some open spaces.

The Commercial Core Zone 2 surrounding the more intensive Core Zone 1 can absorb a full range of commercial, institutional and residential development at a high density intermediate between that of the Core Zone 1 and the abutting residential areas of Eau Claire, the East End, Victoria Park and Connaught.



Commercial Core Zone 1

B. COMMERCIAL CORE ZONE 1

1. Land Use and Density

(a) Overview

A full range of commercial, institutional and residential uses are possible in the Commercial Core Zone 1. Density would be determined through three different approaches:

- a system with a given maximum density with associated mandatory features;
- a zero-based bonusing system with a specified maximum density earned through a series of categories of incentives;
- a specialized Direct Control district above that maximum density for additional on and off-site amenities at Council's discretion.

(b) Mandatory Requirements

Fundamental to these three approaches is the recognition of some basic mandatory features including:

i. At-Grade Open Space;

ii. +15 System

- Provision through the building as well as bridge supports and stairs to grade level,
- Contribution to the +15 Fund;

iii. At-Grade Pedestrian Circulation

- Adequate sidewalks and continuous arcades where necessary;

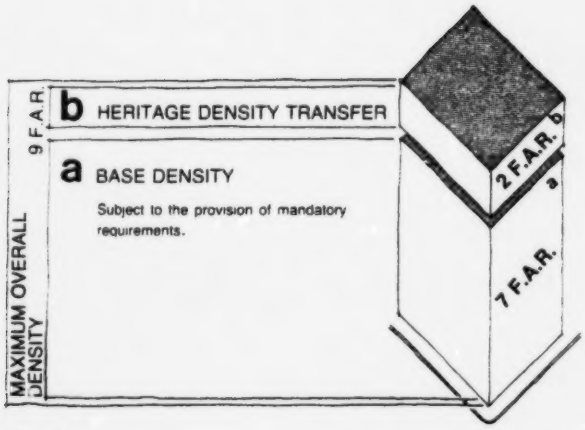
iv. Amenity Space Associated with Residential Units.

(c) Options for the Determination of Density

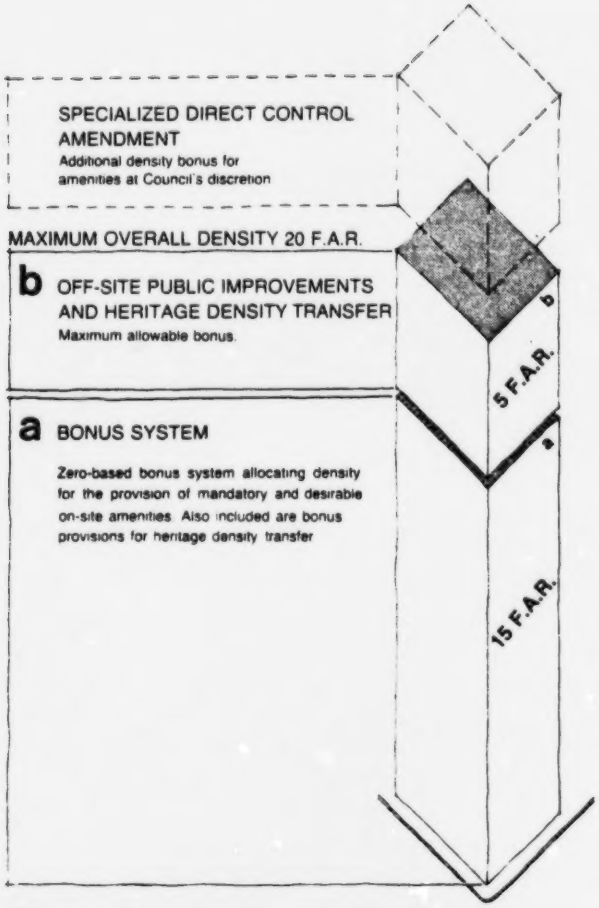
i. System with Given Maximum Density

The developer of a site in Commercial Core Zone 1 has the option of providing a commercial development up to a maximum density of 7 F.A.R. subject to providing the basic mandatory requirements. For the purpose of encouraging density transfer for heritage preservation, an additional 2 F.A.R. may be earned by a project which has secured development rights from a Downtown heritage building to the satisfaction of the Approving Authorities.

Commercial Core
Zone 1 Density Options



Option 1


SPECIALIZED DIRECT CONTROL AMENDMENT
Additional density bonus for amenities at Council's discretion
MAXIMUM OVERALL DENSITY 20 F.A.R.
b OFF-SITE PUBLIC IMPROVEMENTS AND HERITAGE DENSITY TRANSFER
Maximum allowable bonus.
a BONUS SYSTEM
Zero-based bonus system allocating density for the provision of mandatory and desirable on-site amenities. Also included are bonus provisions for heritage density transfer
5 F.A.R.
b
a
15 F.A.R.

Option 2

ii. Bonusing System

The developer of a site in Commercial Core Zone 1 would have the option of pursuing a project under a zero-based bonusing system. A bonusing system balancing the provision of public features with increased density has been applied to Calgary's Commercial Core for some time. This "Policy Brief", while setting forth substantial changes to the system, recognizes that bonusing has a number of benefits, i.e.:

- o providing a consistent means of evaluating complex and diverse proposals without stifling imaginative solutions;
- o providing choices for developers and the City in terms of which bonusable features are provided in a particular development; and
- o rewarding good performance.

The framework for the bonusing system would ensure satisfactory provision of the basic mandatory features supplemented by the provision of desirable on-site amenities, which in combination could earn up to 15 F.A.R.

from the zero-base. Within the upper categories of this range (up to 15 F.A.R.), there should be the option of density accruing through the transfer of development rights from Downtown heritage buildings. To achieve densities between 15 and 20 F.A.R., additional bonus density would accrue exclusively from off-site improvements and density transfers for heritage preservation purposes. Wherever a density of over 20 F.A.R. is requested, a specialized Direct Control application would be necessary for Council's consideration to determine the appropriate additional amenities, both on and off site.

The actual bonus system structure and ratios shall be determined through detailed review and testing. During this process, there should be consideration given to the means available in the bonus system to address the pedestrian environment related to the building setbacks presently established in Land Use By-law 2P80.

(d) Density Transfer

To accompany these approaches, a policy for density transfer must be developed for the purpose of preserving, restoring, rehabilitating and maintaining heritage sites. This policy shall deal with:

- a means of identifying properties eligible for density transfer;
- a method of calculating the amount which can be transferred;
- assurance of restoration and/or rehabilitation and maintenance of the heritage property; and
- any necessary by-law amendments.

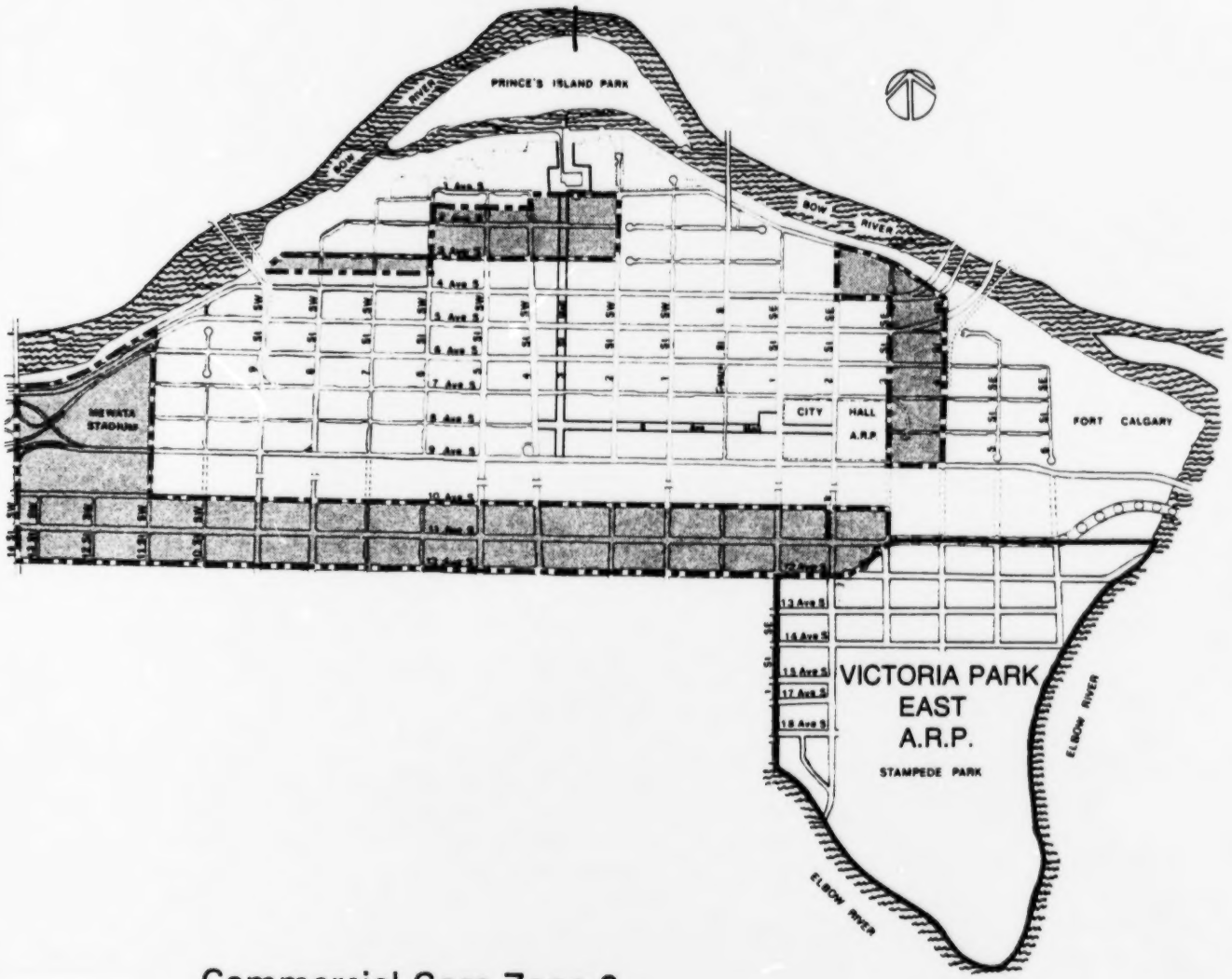
2. Building Form

The building form of intensive development in Core Zone 1 will be considered relative to its individual merits and impacts rather than being evaluated against lengthy rules regarding yards and heights. A set of environmental factors outlined in more detail in "Chapter 6: Special Areas and Environmental Considerations" should be considered in evaluating projects and guiding development.

3. Special Areas

Within the Commercial Core Zone 1, the following special areas are identified as requiring particular attention with specialized objectives and guidelines as outlined in "Chapter 6: Special Areas and Environmental Standards":

- Retail Area,
- 8th Avenue Mall,
- Special Heritage Area,
- 7th Avenue L.R.T. Corridor,
- 3rd Street Mall,
- Public Open Spaces,
- Riverbank.



Commercial Core Zone 2

C. COMMERCIAL CORE ZONE 2

1. Land Use and Density

(a) Overview

The Commercial Core Zone 2 can be developed with a full range of commercial, institutional and residential uses to relatively high intensity. Development could achieve the type of uses and densities illustrated by the accompanying diagram. For example a completely residential development might achieve 11 F.A.R. while a mixed commercial/residential project could combine up to 8 F.A.R. of commercial with the remaining 3 F.A.R. of residential. There should also be the potential for limited ancillary commercial uses to be located on the first and second storeys without being calculated as part of the commercial density.

To the north, this Commercial Core Zone 2 provides an interface with the Eau Claire residential area. Zone 2 also provides an interface between the East End residential area and the Municipal Building. Within the southern portion of Core Zone 2, the Administration is directed to study the potential for a special Warehouse District and report back to Council.

(b) Base Density and Basic Mandatory Requirements

The base density allocation of 5 F.A.R. in Commercial Core Zone 2 allows development to proceed on sites subject to meeting some basic requirements, which are outlined by category below:

i. At-grade Open Space;

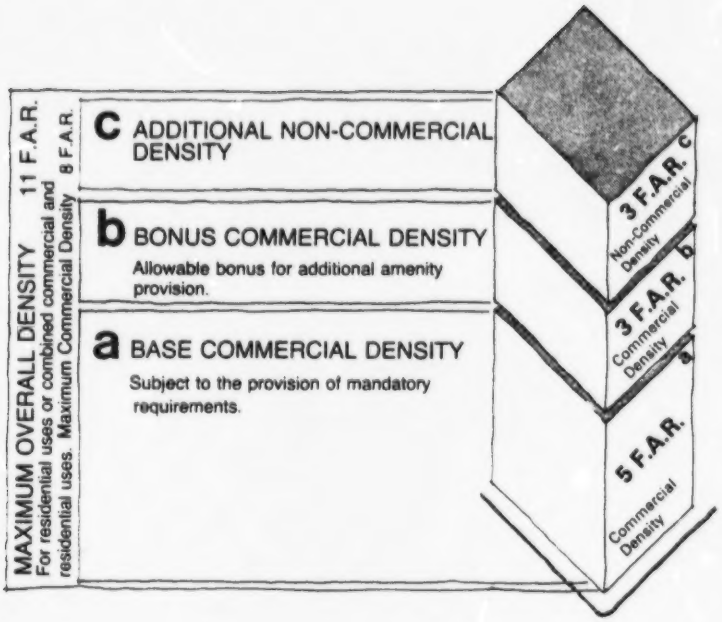
ii. +15 System

- Provision through the building as well as bridge supports and stairs to grade level,
- Contribution to the +15 Fund;

iii. At-grade Pedestrian Circulation

- Adequate sidewalks and continuous arcading where necessary.

iv. Amenity Space Associated with Residential Units.


MAXIMUM OVERALL DENSITY 11 F.A.R.
For residential uses or combined commercial and residential uses. Maximum Commercial Density 8 F.A.R.
c ADDITIONAL NON-COMMERCIAL DENSITY
b BONUS COMMERCIAL DENSITY
Allowable bonus for additional amenity provision.
a BASE COMMERCIAL DENSITY
Subject to the provision of mandatory requirements.
3 F.A.R. c
Non-Commercial Density
3 F.A.R. b
Commercial Density
5 F.A.R.
Commercial Density

Commercial Core Zone 2 Bonus System

(c) Bonus System

Within the available bonus commercial density range of 3 F.A.R., the bonus system should be tailored to encourage features of a similar level of quality as outlined with respect to Commercial Core Zone 1. The bonus system components could include:

i. Open Space at-grade and at the +15 level,

ii. Indoor public spaces,

iii. +15 bridges over public rights-of-way,

iv. Contributions to off-site public improvements,

v. Heritage preservation through density transfer,

vi. Setback, uses at grade, benches, landscaping, arcades and artwork.

In structuring this bonus system, development on small sites should be encouraged throughout the Commercial Core Zone 2. The precise ratios for these components would have to be developed through more detailed study prior to full implementation.

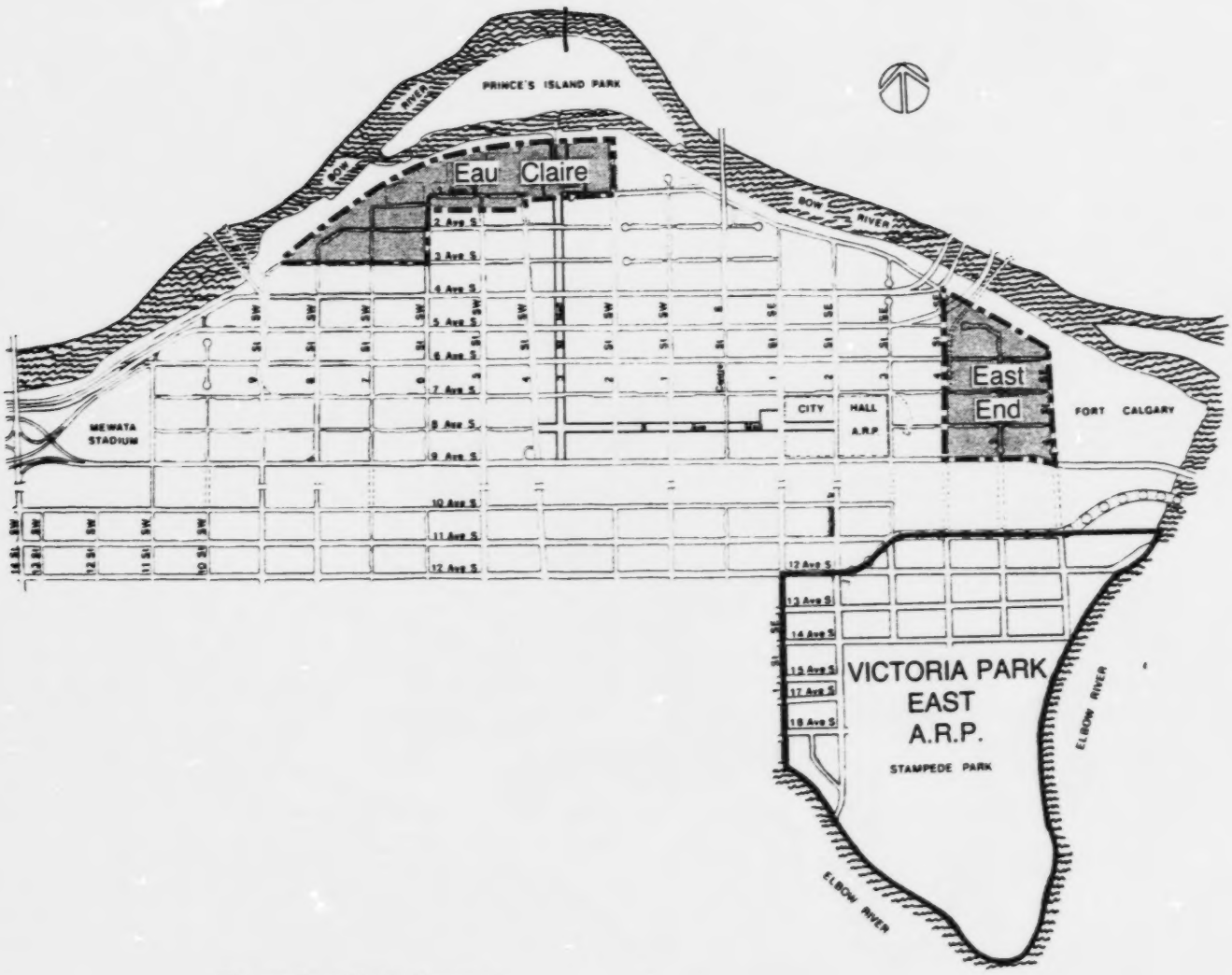
2. Building Form

The building form of intensive development in Core Zone 2 will be considered relative to its individual merits and impacts rather than being evaluated against lengthy rules regarding yards and heights. A set of environmental factors outlined in more detail in "Chapter 6: Special Areas and Environmental Considerations" should be considered in evaluating projects and guiding development.

3. Special Areas

As outlined in more detail in "Chapter 6: Special Areas and Environmental Standards", the following special areas merit attention:

- Riverbank,
- 4th Street S.E. from 8th Avenue S. to the Stampede Grounds,
- Warehouse District.



Residential Areas

CHAPTER 3
RESIDENTIAL AREAS: EAU CLAIRE AND EAST END

A. OVERVIEW

Encouraging housing Downtown is a major policy thrust of the Downtown Plan (1979). The Eau Claire and East End areas represent ideal opportunities for housing, given their proximity to the Riverbank as well as Prince's Island and Fort Calgary. Both areas can become high-density residential precincts that afford the amenities of Downtown living: easy access to offices, shops and entertainment in the Core accompanied by nearby park amenities and quiet streets oriented to pedestrians. In order to support their viability as coherent residential precincts, the "Handbook of Public Improvements" identifies a series of necessary public initiatives.

B. LAND USE AND INTENSITY

The future East End and Eau Claire residential precincts are envisioned as areas of high-density development, largely consistent with the RM-7: Residential High Density Multi-Dwelling District. In order to address the specific aspects of the Downtown residential context, there should be a measure of flexibility exercised with respect to the RM-7 district. This flexibility should ensure the protection of the environmental quality of the Riverbank as well as fostering sunlight penetration to the neighbourhood streets and providing useful consolidated open space through sensitive site treatments in terms of landscaping, building heights, building placement and yards. There should be some flexibility introduced into this designation to ensure the dominance of residential use but with the opportunity for a larger component of retail commercial uses than RM-7 presently allows. The built form of the residential projects should exhibit flexibility in terms of height and lower parking requirements within this altered designation.

To some degree, Eau Claire's future direction has already been established through earlier project commitments. Council, in approving the Downtown Plan (1979), approved the concept of a comprehensive mixed use development in the eastern portion of Eau Claire (LUCG 883-September 25, 1979). As a result of a development proposal call for the Bus Barns site on the eastern edge of Eau Claire, predominantly residential development will act as an example of the type of buildings and activities possible along the Riverbank.

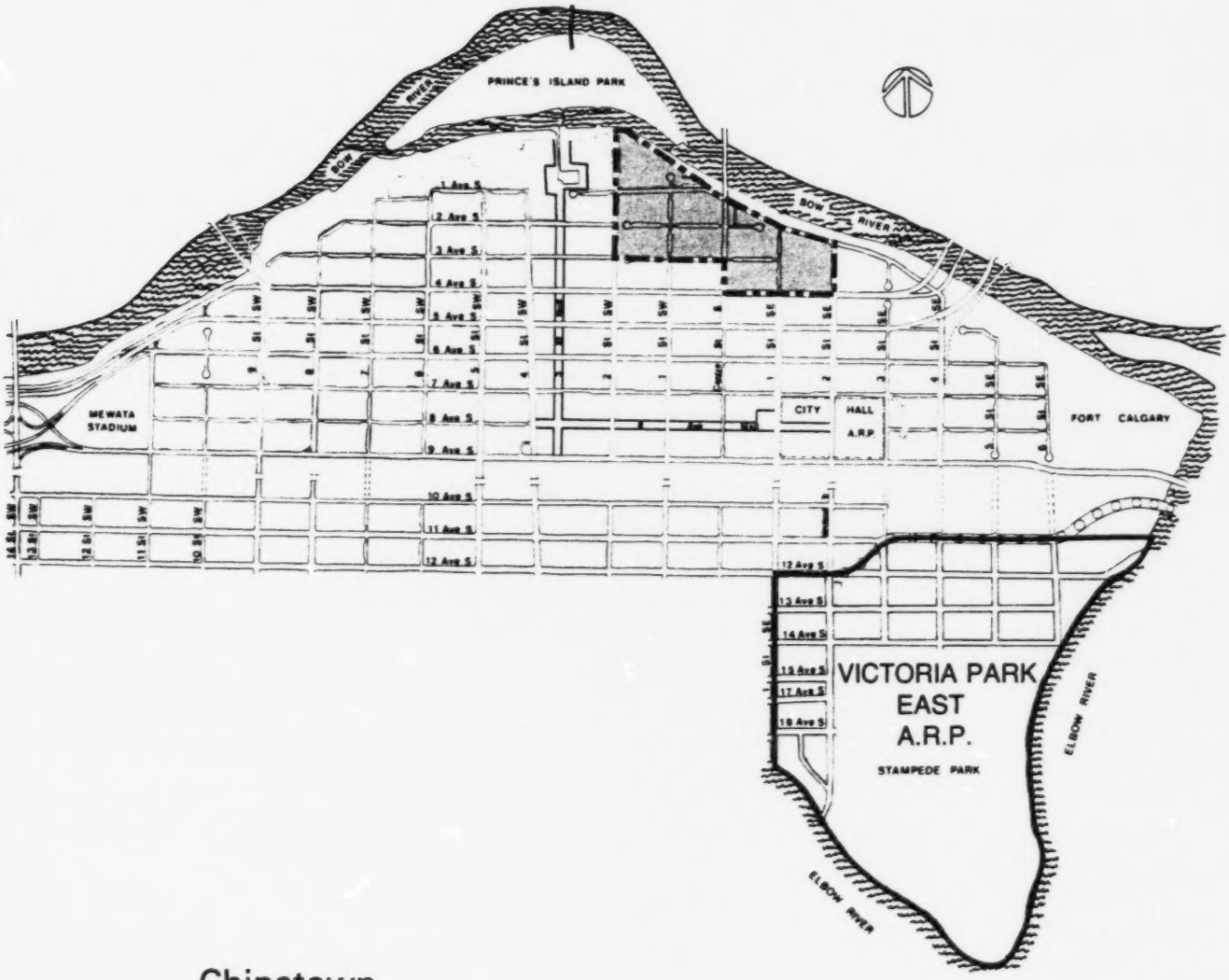
C. BUILDING FORM

Presently RM-7 is the highest density residential district under the Land Use By-law 2P80:

- o permitting a maximum building height of 17 storeys, not exceeding 46 m;
- o allowing a density of 321 or 395 units per hectare (130 or 160 units per acre), depending on the size of the development site;
- o requiring 40 percent at-grade landscaping, with additional rules pertaining to front, side and rear yards, lot widths and parking.

However, Council has directed that the RM-7 district be altered for the Downtown in order to provide for greater flexibility in built form, lower parking requirements and a larger potential component of retail commercial use within the projects.

In addition to the basic By-law requirements, the form of development should respect the environmental quality of its neighbours and the adjacent public spaces, particularly the Riverbank, Fort Calgary and Prince's Island. An additional environmental guideline has not been necessary since the Eau Claire land use classification guidelines provide for Riverbank protection and protection for public use. The proposed introduction of flexibility to the RM-7 district and the Special Area guidelines also address these concerns in both Eau Claire and the East End.


PRINCE'S ISLAND PARK
BOW RIVER
BOW RIVER
1 Ave S
2 Ave S
3 Ave S
4 Ave S
5 Ave S
6 Ave S
7 Ave S
8 Ave S
9 Ave S
10 Ave S
11 Ave S
12 Ave S
MEWATA STADIUM
CITY HALL A.R.P.
FORT CALGARY
12 Ave S
13 Ave S
14 Ave S
15 Ave S
17 Ave S
18 Ave S
VICTORIA PARK EAST A.R.P.
STAMPEDE PARK
ELBOW RIVER
ELBOW RIVER

Chinatown

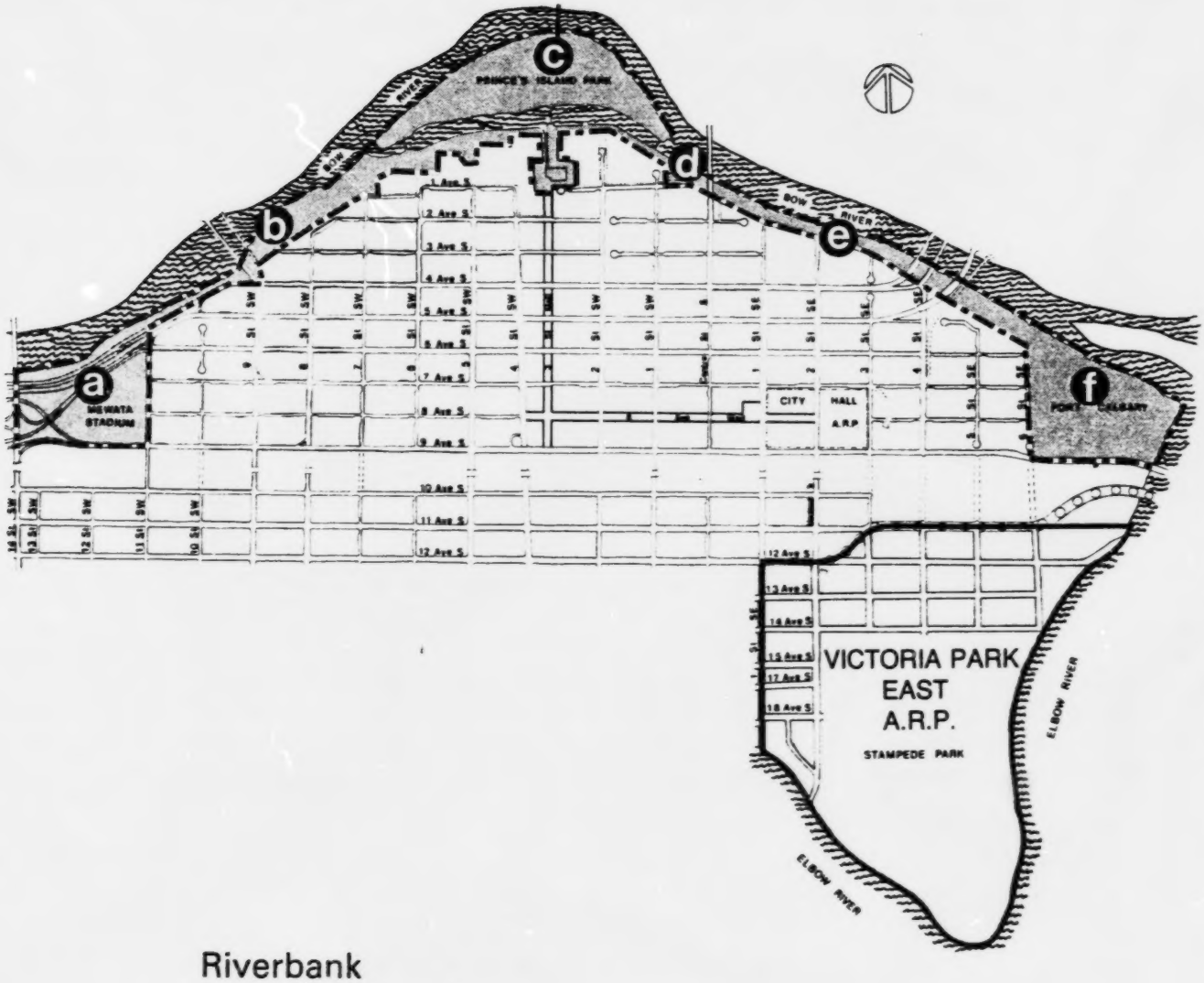
CHAPTER 4
CHINATOWN

A. OVERVIEW

Chinatown is a unique area within the Downtown. It includes a variety of activities, occurring both day and night. There is evidence of a very committed interest in the area since the adoption of the Chinatown Design Brief in 1976. The Design Brief envisaged Chinatown as an area allowing a mixture of residential and commercial uses, quite distinct from the Commercial Core. While encroachment of the Commercial Core remains a serious concern, new residential projects have established a high profile for the area while retail and entertainment uses of a more regional appeal have expanded Chinatown's clientele.

The decision to re-examine the "Proposed Downtown A.R.P." which elaborated on the Design Brief has given rise to the desire to undertake a specific planning exercise to update the Design Brief in consultation with the community and the property owners. In order to provide some guidance to this planning process, Council generally endorsed the public systems as outlined in the "Handbook of Public Improvements". Over the course of the planning exercise, other issues and needs may also be identified. Therefore, Council has decided that:

> "WHEREAS a policy document should not be used to direct the specifics of an Area Redevelopment Plan;
>
> WHEREAS the input from various members of the Chinese Community indicates a variety of views all with merit;
>
> THEREFORE THAT, prior to the preparation of a Redevelopment Plan Council retain outside consultants to conduct an open Workshop similar to the Victoria Park exercise;
>
> That the Workshop document and recommendations be brought before Council for approval and policy direction prior to the preparation of a Redevelopment Plan;
>
> That Council give broad direction to the Workshop as follows:
>
> The Workshop shall include all community groups and landowners interested in Chinatown and that the Workshop shall address the ability to provide for retail, residential and commercial in a manner that re-enforces a sense of a vibrant community and creates a cultural enclave as well as addressing the realities of a strong commercial base."


c
PRINCE'S ISLAND PARK
d
b
e
a
MEWATA STADIUM
f
CITY HALL A.R.P.
VICTORIA PARK EAST A.R.P.
STAMPEDE PARK
ELBOW RIVER
ELBOW RIVER
BOW RIVER

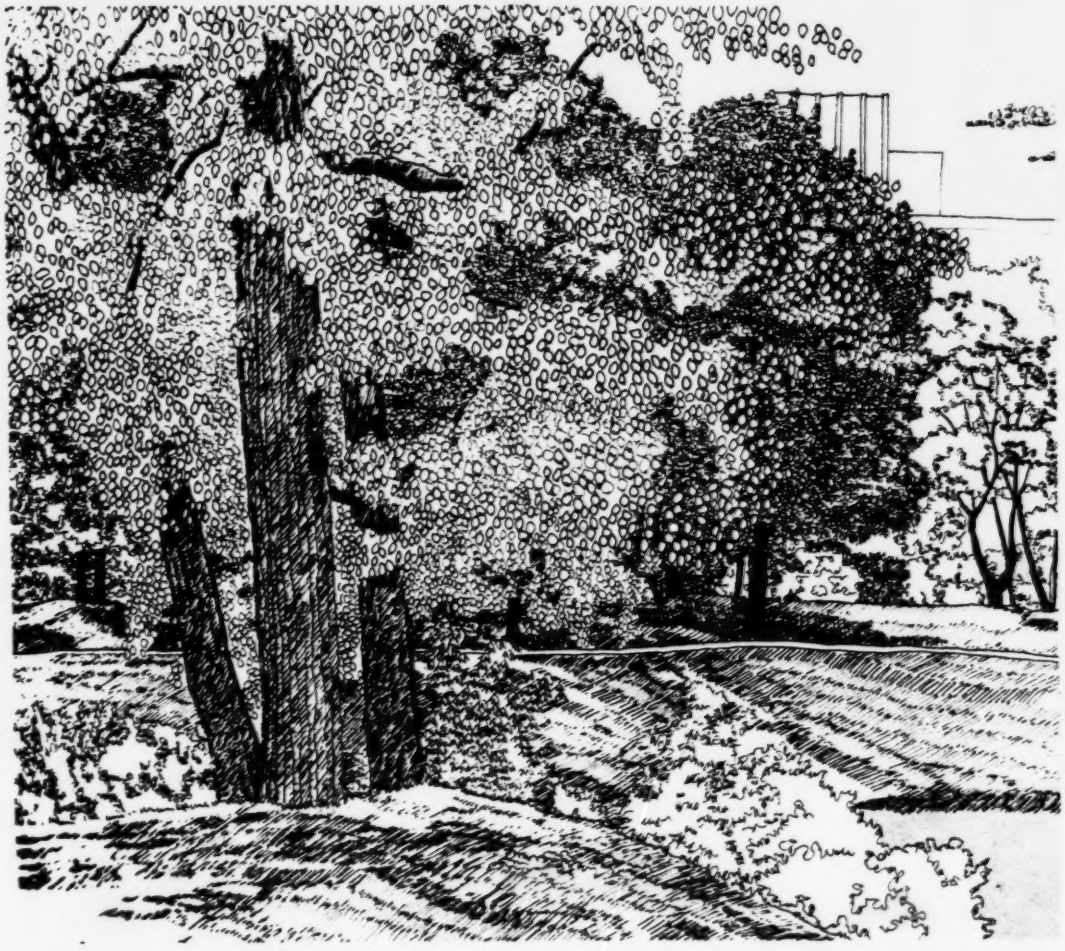
Riverbank

CHAPTER 5
RIVERBANK

A. OVERVIEW

The southern bank of the Bow River is recognized as a special area, being the only major park space within the Downtown. It is also a critical link and destination within the City-wide open space and pedestrian trail system. Recognizing this, there are two main objectives for the Riverbank:

- to create a continuous, attractive setting in the Downtown for diverse recreational activities which satisfy the local community and regional needs, and
- to improve the accessibility to and the visibility of the Riverbank for people who are working and living Downtown.



1. **Intent:**

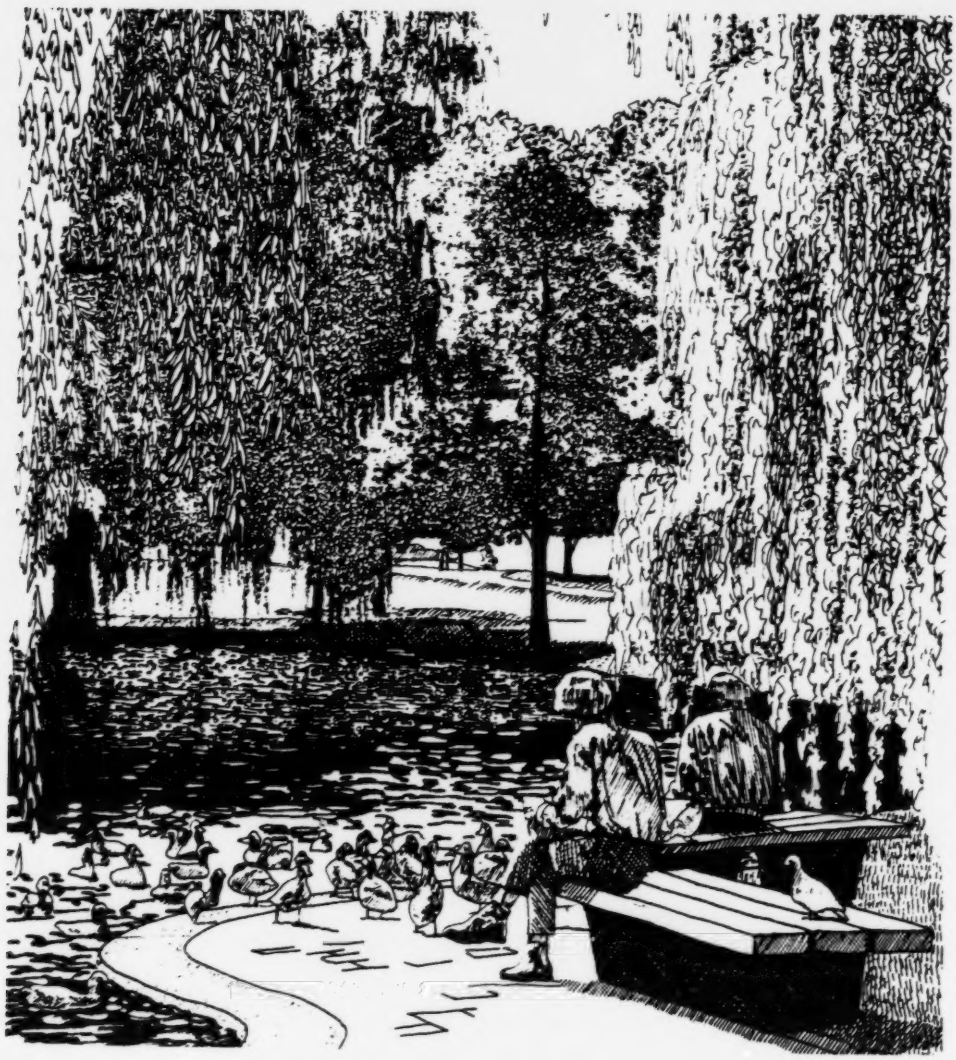
- o Some sections of the Riverbank should be green and pastoral, providing relief from the built-up Downtown Core while other sections should be dynamic "people places".

- o Throughout the entire Riverbank, public access should be emphasized.

- o Private development abutting the Riverbank must ensure both access and sunlight penetration, thereby protecting the public image and quality of the Riverbank environment.

- o The Riverbank should be connected throughout by a series of well-developed walking and bicycle paths. Access for both pedestrians and cyclists to the Commercial Core will be provided along local roads and the 3rd Street Mall.

- o The Riverbank should be well-served by short-term public parking.



B. OBJECTIVES BY AREA

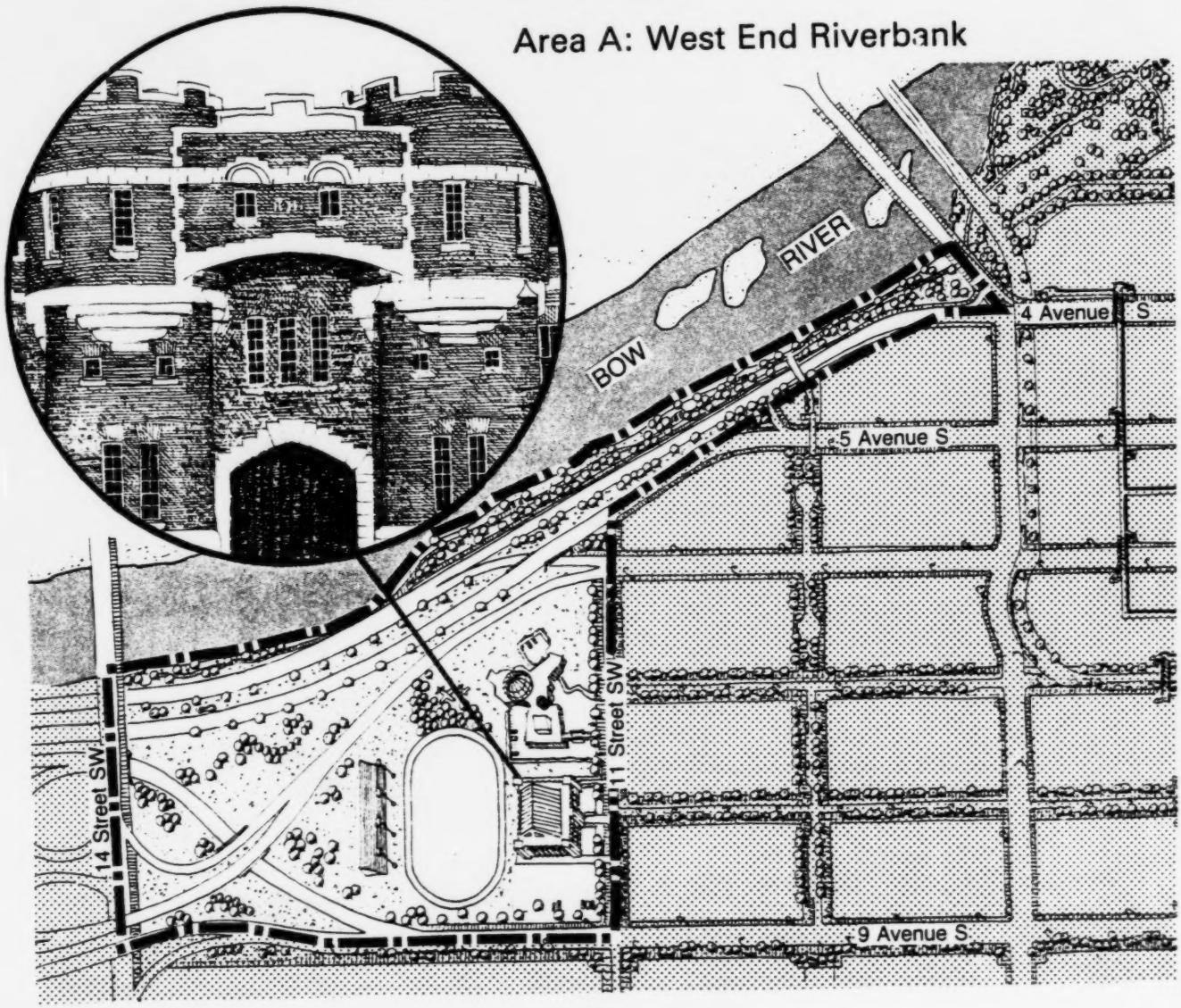
The Riverbank has been divided into logical segments with a statement of objectives for their future development and character. First priority improvements for each area are detailed in the "Handbook of Public Improvements".

1. Area A - West End Riverbank (14 Street W. to Louise Bridge)

a. Intent:

i. to provide a passive area, ensuring continuity of the Riverbank trail system and connecting major community facilities in the area;

ii. to encourage greater use of existing public facilities (Planetarium, Mewata Stadium and the Armouries) by accommodating community as well as City-wide recreational, cultural and social activities.



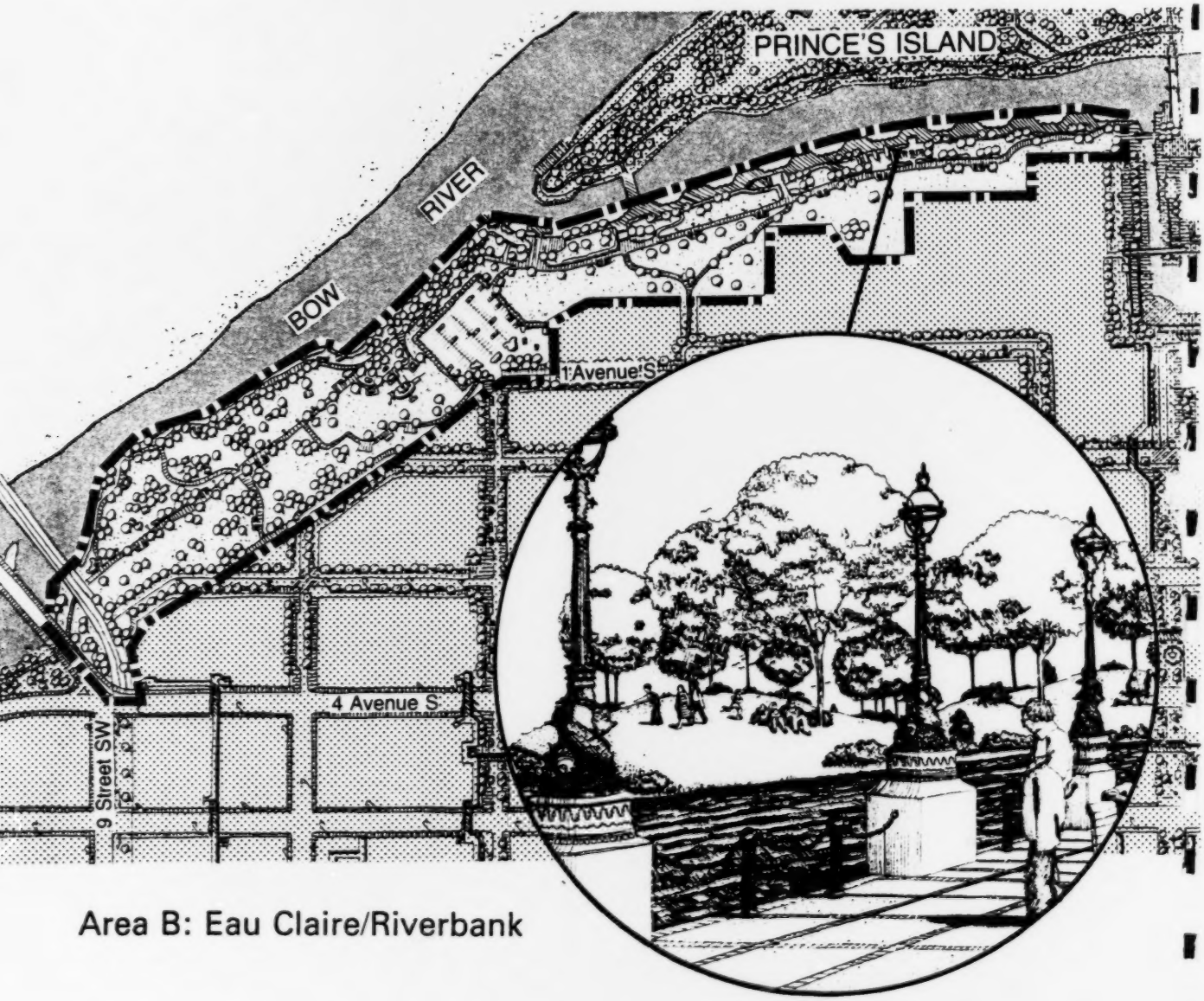
2. Area B - Eau Claire/Riverbank (Louise Bridge to 3rd Street W.)

a. Intent:

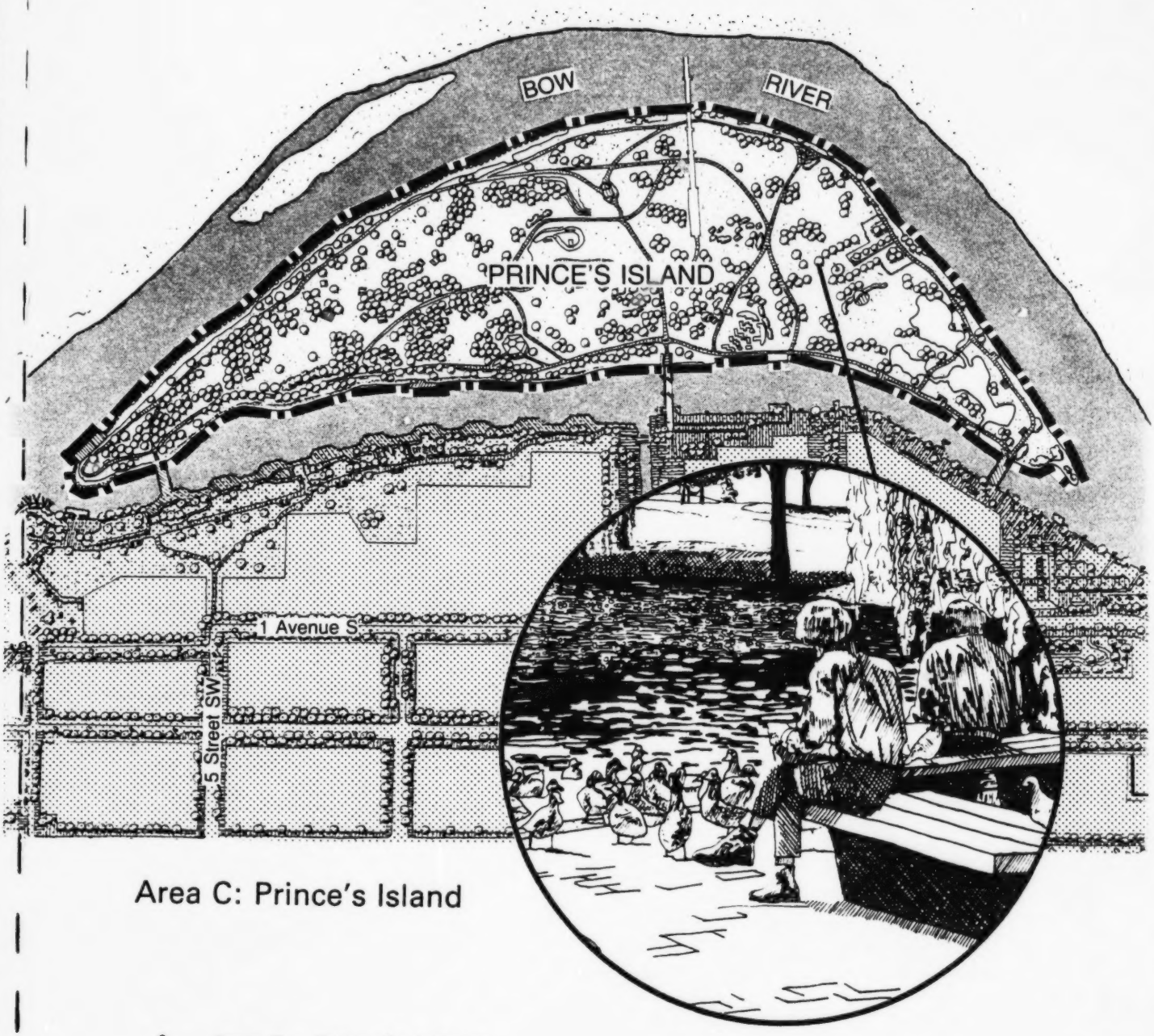
i. to provide a local activity area immediately adjacent to the Eau Claire community, to be developed and programmed in response to the evolving needs of that community;

ii. to provide public activity along the Riverbank and south of the Prince's Island lagoon;

iii. to reinforce pedestrian links between the Downtown office Core and West End residential high-rises.



Area B: Eau Claire/Riverbank

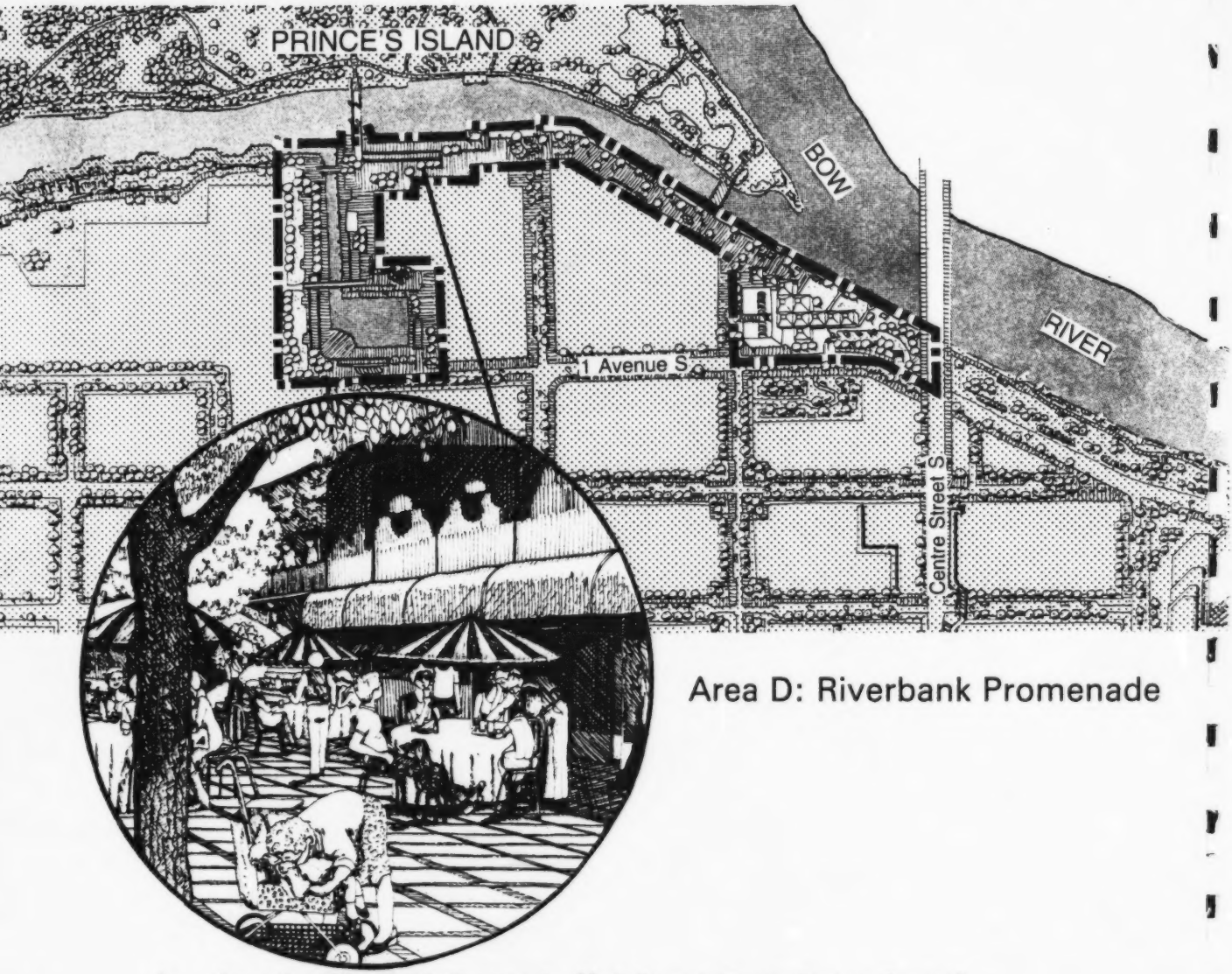


Area C: Prince's Island

3. Area C - Prince's Island

a. Intent:

i. to provide a major Riverbank park setting, designed and programmed to meet many of the non-commercial leisure and cultural needs of local residents, employees and the entire Calgary community. Every effort should be made to make activities visually and physically connected to the water elements of the park (River, lagoon, ponds) creating numerous views and points of access to the River and lagoon.



Area D: Riverbank Promenade

4. Area D - Riverbank Promenade (3rd Street W. to Centre Street)

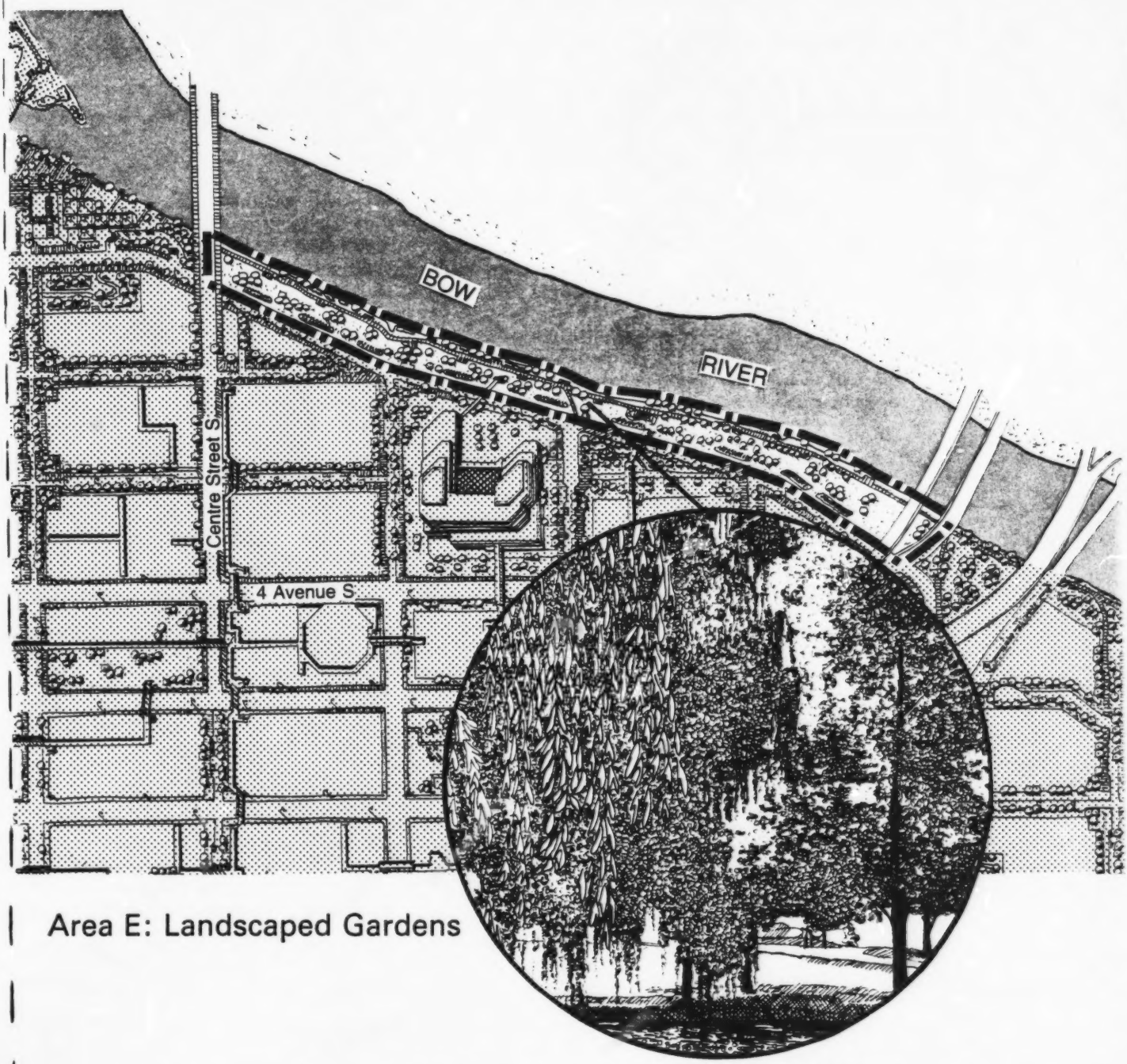
a. Intent:

i. to establish a special pedestrian area where Downtown activities become a part of the River's edge. Cafes, restaurants, shops and housing should occupy the edge of a broad Promenade leading from the 3rd Street Mall to the Centre Street bridge;

ii. to create a major open space connection along 3rd Street, linking the office Core with the amenity of Prince's Island Park and the Riverbank open spaces;

iii. to establish a specialized facility such as the Farmers' Market west of the Centre Street Bridge in order to:

- create activity along the Riverbank,
- reinforce the retail presence of Chinatown,
- provide an outdoor gathering place for the entire community in a centralized and attractive location.



Area E: Landscaped Gardens

5. Area E - Landscaped Gardens (Centre Street to Langevin Bridge)

a. Intent:

i. to provide a natural and open area for Downtown employees, East End and Chinatown residents;

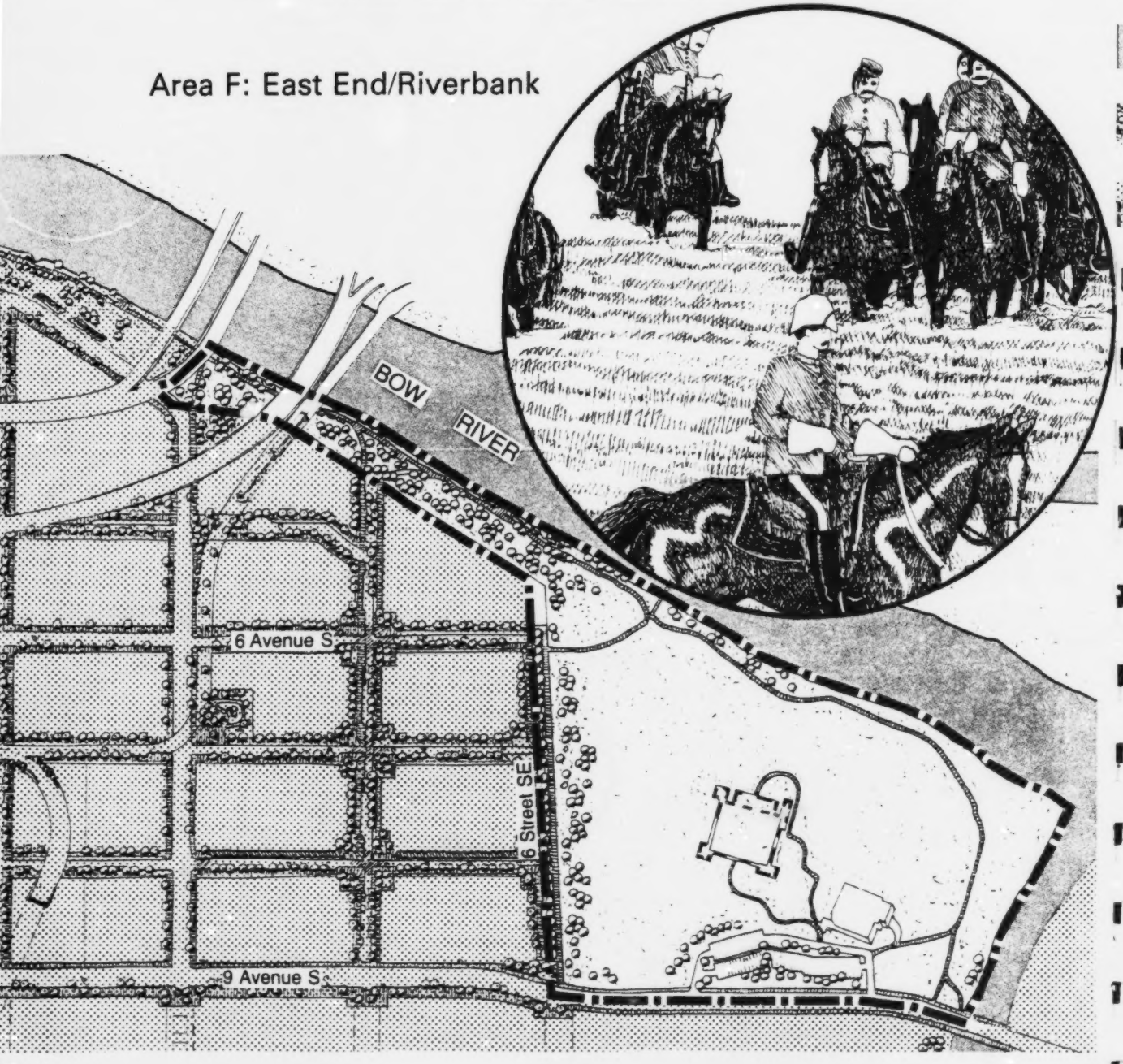
ii. to create a major public focus by introducing a regional attraction in the form of gardens.

6. Area F - East End/Riverbank (Langevin Bridge to Elbow River)

a. Intent:

i. to reinforce Fort Calgary's historic and interpretive identity as a City-wide function and to improve pedestrian connection from the site to the Downtown maintaining a strong visual connection to the Bow and the Elbow Rivers;

ii. to provide a local activity area immediately east of 6th Street E. to be developed and programmed in response to the evolving needs of present and future East End residents.



CHAPTER 6
SPECIAL AREAS AND ENVIRONMENTAL CONSIDERATIONS

A. OVERVIEW

Not only are broad, generalized land use areas identified by this "Policy Brief" but also special areas and environmental factors which merit special attention for their contribution to Downtown's positive image and quality. In order to address the characteristics of the special areas, more specific guidelines are outlined with respect to development form, the types of uses at grade and at the +15 level and so on. Generalized environmental guidelines deal with the broad Downtown area while more rigorous standards focus on a limited number of important public spaces.

B. IMPLEMENTATION

In order to address the concerns of this Chapter, it is necessary to outline how the policies with respect to special areas and environmental considerations will be implemented. These are categorized and summarized as follows:

1. Special Areas

a. Guidelines through the bonus system incorporated in the Commercial Core Zone District in Land Use By-law 2P80 regarding:

   i. 3rd Street Mall,
   ii. 8th Avenue Mall,
   iii. Retail Area,
   iv. 7th Avenue Transit Corridor.

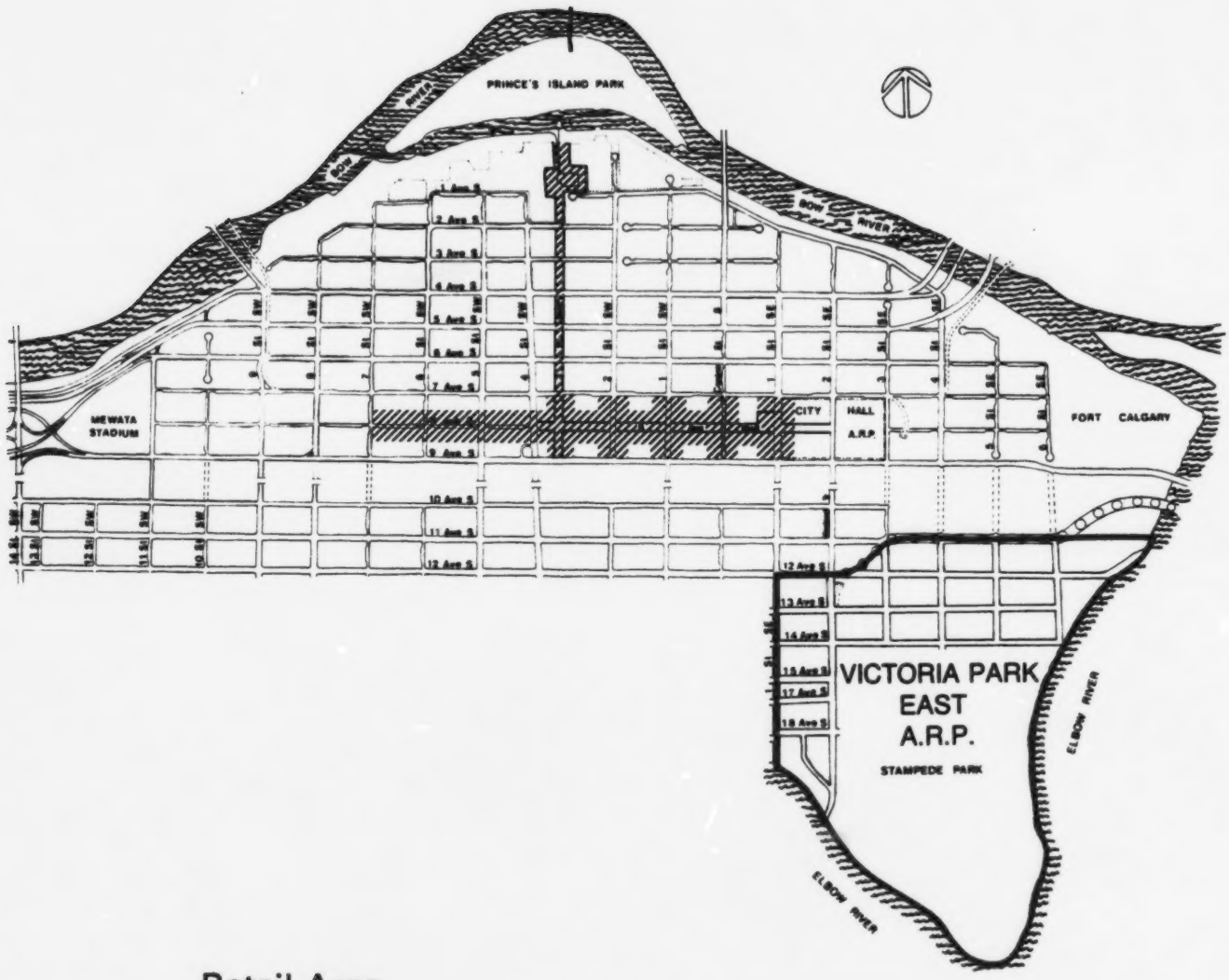
b. Mandatory Provisions through Land Use By-law 2P80 regarding:

   i. Riverbank,
   ii. Civic Centre Open Space,
   iii. Special Heritage Area,
   iv. 4th Street S.E. from 8th Avenue S. to the Stampede Grounds,
   v. Stampede Park.

c. Further Studies

   i. Special Study Area east of 3rd Street E. between 9th and 11th Avenues S. with subsequent recommendations resulting from the discussions regarding the Downtown Rail Corridor conducted by the Mayor's office;

   ii. Warehouse District Study with subsequent recommendations regarding implementation.



Retail Area

2. Environmental Considerations

a. Mandatory Standards established in Land Use By-law 2P80 regarding:

i. Pedestrian Malls,
ii. Public Open Spaces,
iii. Riverbank.

b. General Guidelines as identified in this "Policy Brief" regarding:

i. Streets in Commercial Areas,
ii. Streets and Avenues in Residential Areas,
iii. Residential Uses.

As outlined in "Chapter 1", a statutory plan will be prepared for Council's consideration based on selected components of the "Policy Brief", including special development guidelines not included in the Land Use By-law 2P80.

C. SPECIAL AREAS

In addition to the land use and building form provisions which apply to various areas Downtown, a number of additional requirements and guidelines have been developed for properties adjacent to or affecting identified special areas. These provisions are designed to support or protect important aspects of the character and function of these areas. Detailed standards allowing for consistent and clear application should be developed based on the general requirements identified.

1. Retail Area

The Retail Area is intended to provide a convenient, continuous and comfortable place for shopping within the Commercial Core. It is concentrated in a relatively small area so its image and intensity are not diluted. The public improvements in the "Handbook" will enhance the viability of the Core's retail and entertainment activities. In order that individual projects combine to reinforce this image, it is necessary for development to meet guidelines which:

- ensure continuous building frontage along the street;
- ensure the potential for continuous shopping along the sidewalk and along the +15 walkways;
- maintain an active street frontage by providing individual access to all retail units at-grade from the street;
- emphasize pedestrian continuity by concentrating entrances to parking and servicing from lanes; and
- ensure that the building edge provides weather protection, transparency, colour, activity at street level, easy connections between the +15 and grade shopping levels, and appropriate colourful and high quality signage.

Within the Retail Area, movie theatres should not be considered as coverage in calculating building density in order to stimulate the Downtown's entertainment function.

2. 8th Avenue Mall

As a small subsection of the Retail Area, the 8th Avenue Mall serves as a main retail spine within the Downtown and also as a major open space. Public improvements and private development must be directed towards reinforcing its unique retail and open space function if the Mall is to survive competition from newer climate-controlled shopping concourses.

In addition to guidelines affecting the Retail Area, projects on the Mall would be subject to the following guidelines:

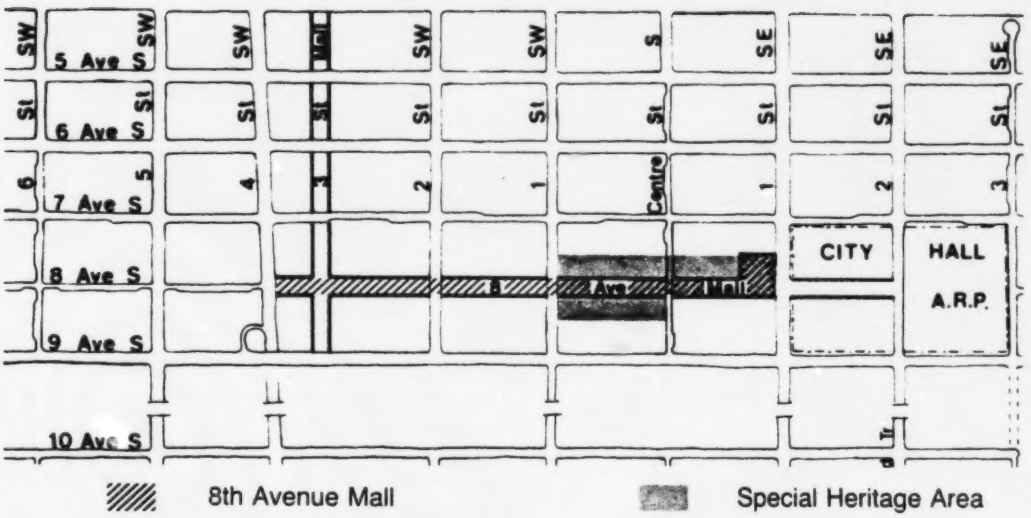
- encouraging the provision of retail uses along the entire building frontage;
- introducing the potential for the inclusion of completely glazed, transparent portions extending in a limited way into the public right-of-way so as to add some activity and colour to the Mall; and
- encouraging the provision of through-block connections to 7th Avenue to reinforce the retail function of this area.

In order to ensure that sunlight will reach the Mall during the spring and fall and that the scale of existing building facades is respected, rigorous sunlight standards should be established as follows:

- an area at least 7 metres wide adjacent to the north boundary of the required right-of-way for the 8th Avenue Mall must not be overshadowed by development at 12:30 p.m. (MST) from March 21 to September 21.

On an opportunity basis, consideration may be given to glazing over and possibly enclosing portions of the Mall. In considering the desirability of covering, the following factors should be considered:

- the desirablity of enclosure relative to pedestrian movement and comfort;
- the implications of the covering on adjacent businesses;
- the implications of the structure on future construction of the planned underground L.R.T. line for 8th Avenue S.;
- fire and building regulations;
- the character of existing buildings on both sides of the Mall;
- the nature of local wind and sunlight conditions and the effect of the enclosure on them; and
- the effect of the cover on preserving important public views.



3. Special Heritage Area

As an even more specialized subsection of the Retail Area, the Special Heritage Area represents a unique collection of buildings on the 8th Avenue Mall. The Heritage Advisory Board has recommended and Council has accepted a number of objectives related to:

- designating the area from 1st Street E. to 1st Street W. on 8th Avenue S., now known as Stephen Square, as an important and Special Heritage Area; and

- ensuring that significant heritage features are retained and that new buildings reinforce the existing character of the area.

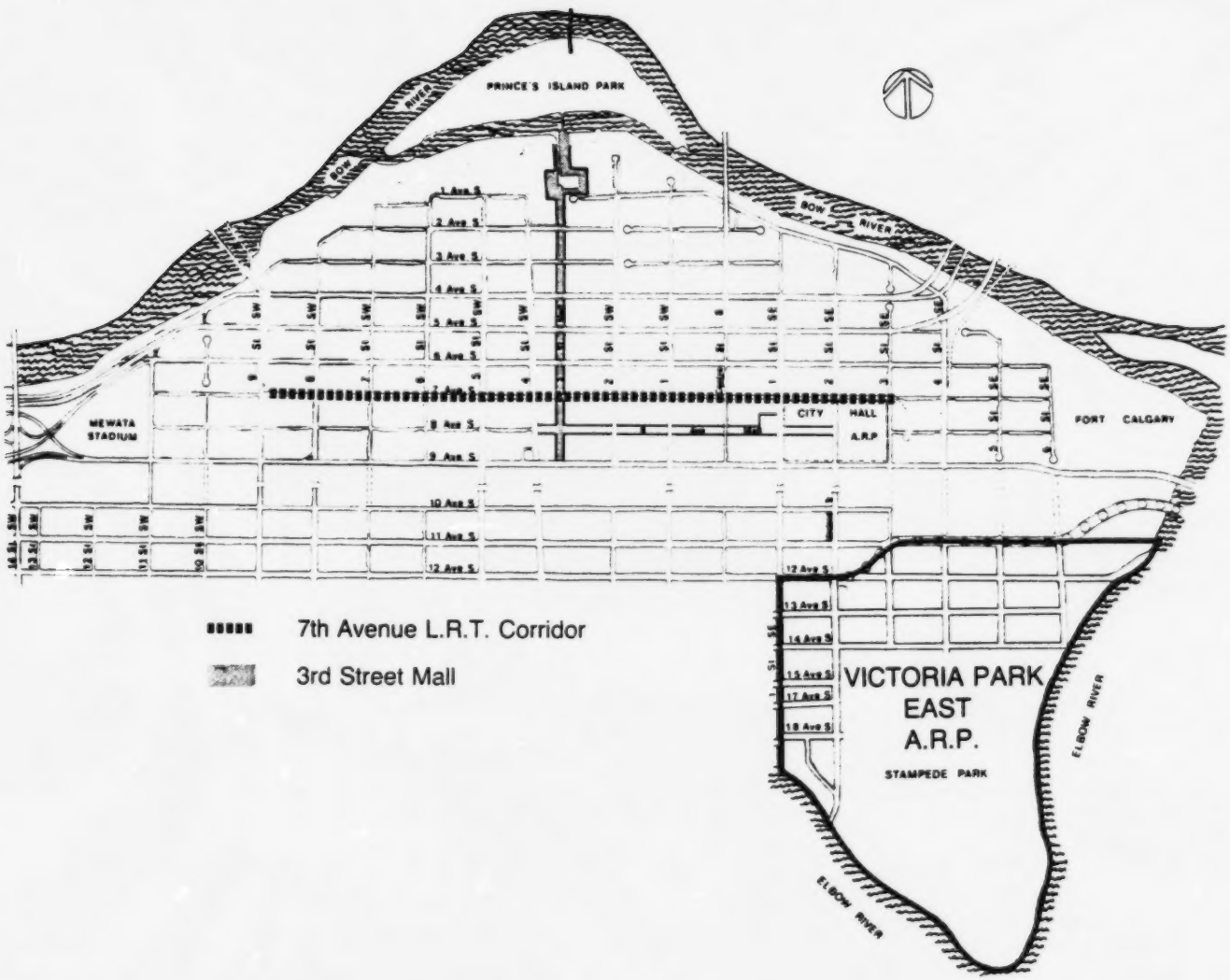
To meet these objectives, efforts must be directed towards conserving important heritage features of the area. The density transfer mechanism in the bonusing system attempts to address this situation. Public areas should also set the stage through the use of appropriate paving, lighting, seating, signage and reduction of through traffic. In addition to the guidelines affecting the Retail Area and the 8th Avenue Mall, redevelopment should comply with the following provisions:

- the building face should occur in close proximity to the front property line and open space requirements associated with +15 stairways may be relaxed;

- the height of the building at the front property line should be compatible with the height of existing buildings on the block face to reinforce the roof line and not to detract from the facade;

- materials, scale and detailing should reinforce the heritage character;

- a +15 walkway should be provided adjacent and parallel to the lane in order to ensure eventual continuity of the +15 system and to increase the economic vitality of the area by making retail viable on the second floor.


PRINCE'S ISLAND PARK
BOW RIVER
BOW RIVER
1 Ave S
2 Ave S
3 Ave S
4 Ave S
5 Ave S
6 Ave S
8 Ave S
9 Ave S
10 Ave S
11 Ave S
12 Ave S
13 Ave S
14 Ave S
15 Ave S
17 Ave S
18 Ave S
MEWATA STADIUM
CITY HALL
A.R.P.
FORT CALGARY
VICTORIA PARK
EAST
A.R.P.
STAMPEDE PARK
ELBOW RIVER
ELBOW RIVER
7th Avenue L.R.T. Corridor
3rd Street Mall

4. 7th Avenue L.R.T. Corridor

The 7th Avenue L.R.T. Corridor will serve as a major entry point into the Downtown. Convenient access to L.R.T. platforms, visibility of the L.R.T. system and substantial suitable waiting areas are essential. To achieve these ends, the following guidelines would affect adjacent development:

- the building face adjacent to station platforms should occur close to the front property line;
- a continuous arcade should be provided for an additional pedestrian area with a degree of weather protection;
- along 7th Avenue between 3rd Street W. and Centre Street, a continuous arcade is considered essential to accommodate comfortably high pedestrian volumes and to improve the shopping experience;
- a glazed canopy may be built over the sidewalk, connecting adjacent buildings with the L.R.T. platform canopies in order to make platforms an integral component of adjacent buildings; and
- on specific corner locations, development should ensure a triangular at-grade open space as illustrated in the foldout map in order to increase the visibility of the L.R.T. system, to provide wide waiting areas and to improve the image of this portion of Downtown. It should be noted that this triangular area could be built over above the second floor.

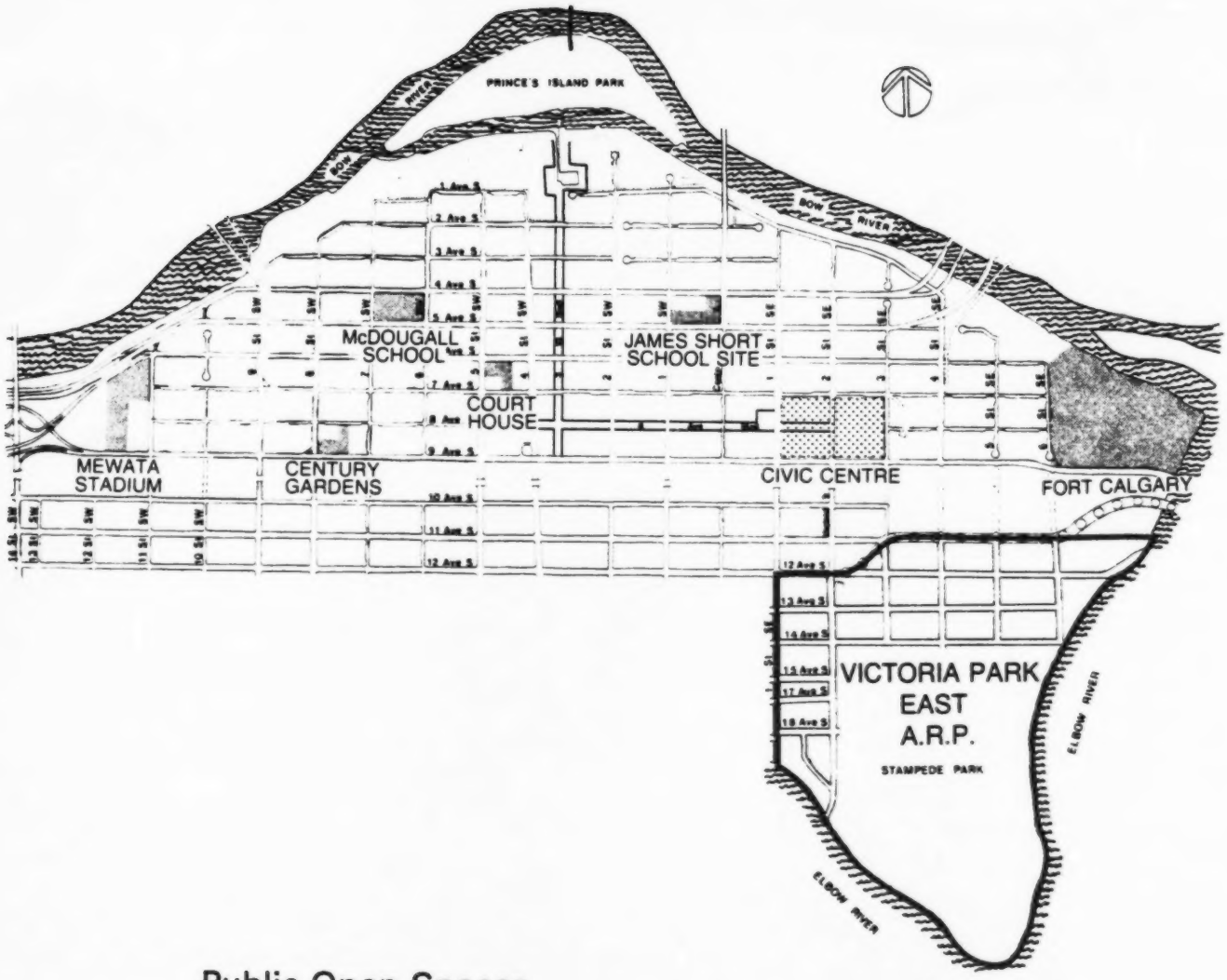
5. 3rd Street Mall

The 3rd Street Mall's greatest potential lies in serving as local open space and a pedestrian link to the Riverbank park. At the same time, cross-streets every 18 metres severely limit its function as a continuous shopping street. Thus, the guidelines are as follows:

- the local open space function on each block should be reinforced by integrating any on-site open space of new developments with that of the Mall;
- on an opportunity basis, some consideration may be given to covering and possibly enclosing portions of the Mall. The desirability of covering should be evaluated relative to factors as outlined for the 8th Avenue Mall.

In order to foster sunlight reaching the Mall during its period of heaviest usage, a rigorous sunlight standard should be complied with:

- at least one-third of the distance across the required right-of-way of the 3rd Street Mall must not be overshadowed by development at any time between 11:30 a.m. and 1:30 p.m. (MST) from March 21 to September 21.

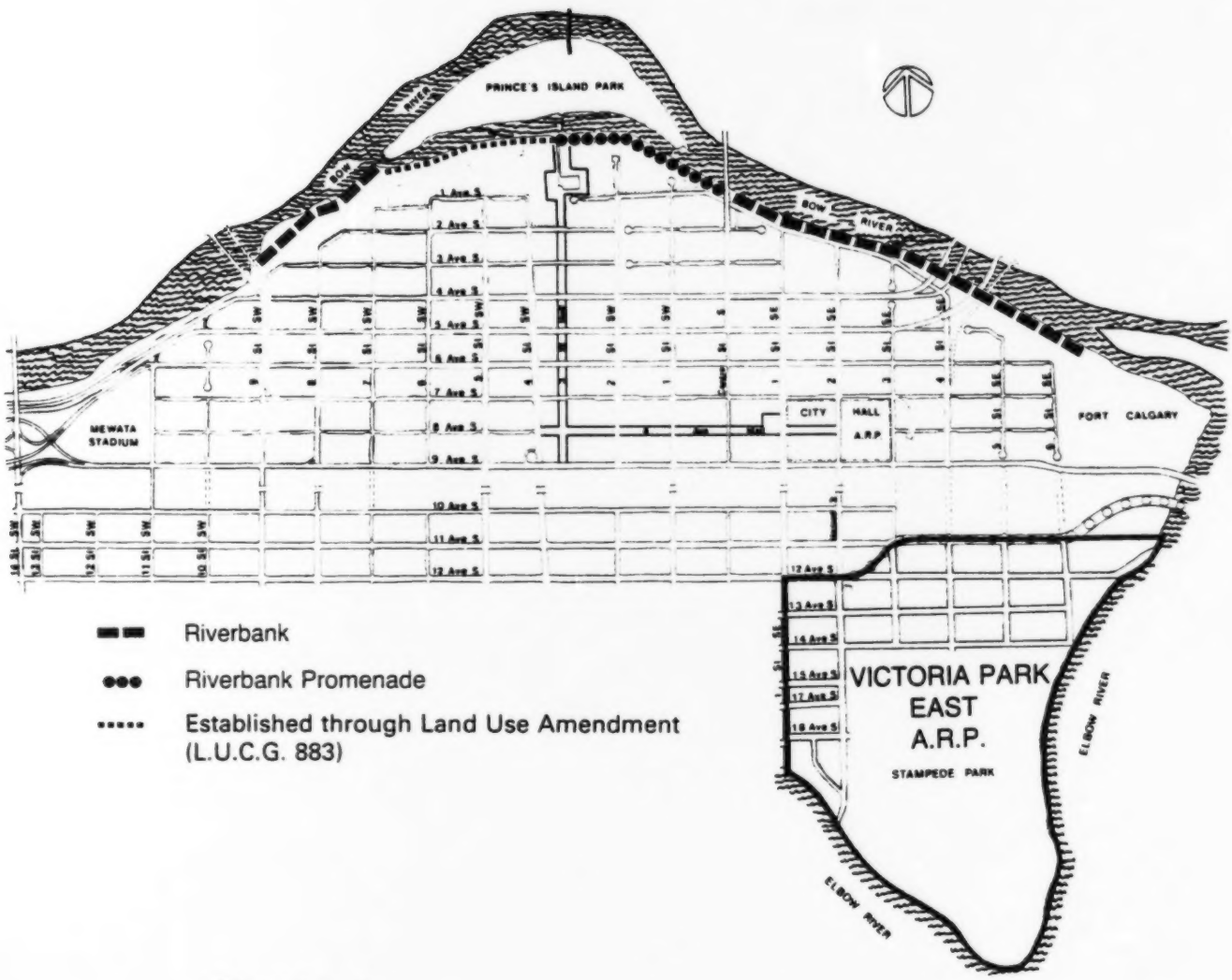


Public Open Spaces

6. Public Open Spaces

The precious nature of public open space in Calgary's Downtown is recognized and reinforced by the identification of parks as areas meriting future certainty of sunlight access, including Century Gardens, McDougall School, the Courthouse Park, Mewata, Fort Calgary, James Short School Site and the Civic Centre open space. The standards are listed as follows:

- at least the north half of Century Gardens must not be overshadowed by development from 11:00 a.m. to 1:00 p.m. (MST) from March 21 to September 21;
- at least the north half of the McDougall School block must not be overshadowed by development from 11:00 a.m. to 1:00 p.m. (MST) from March 21 to September 21;
- at least the north 18 metres of the Courthouse park space must not be overshadowed by development from 11:00 a.m. to 1:00 p.m. (MST) from March 21 to September 21;
- Civic Centre open space (standard to be developed);
- Mewata (standard to be developed);
- Fort Calgary (standard to be developed);
- James Short School Site (standard to be developed).



Riverbank

Riverbank Promenade

Established through Land Use Amendment (L.U.C.G. 883)

Riverbank

7. Riverbank

"Chapter 5: Riverbank" deals in detail with the character and intent for segments of the Riverbank in recognition of its importance to Downtown and the City as a whole. In light of this, the following requirements have been established for development adjacent to or affecting the Riverbank:

- an area at least 20 metres wide throughout, immediately south of the Bow River, excluding the Riverbank Promenade area, must not be overshadowed by development between 9:00 a.m. and 3:00 p.m. (MST) from March 21 to September 21.

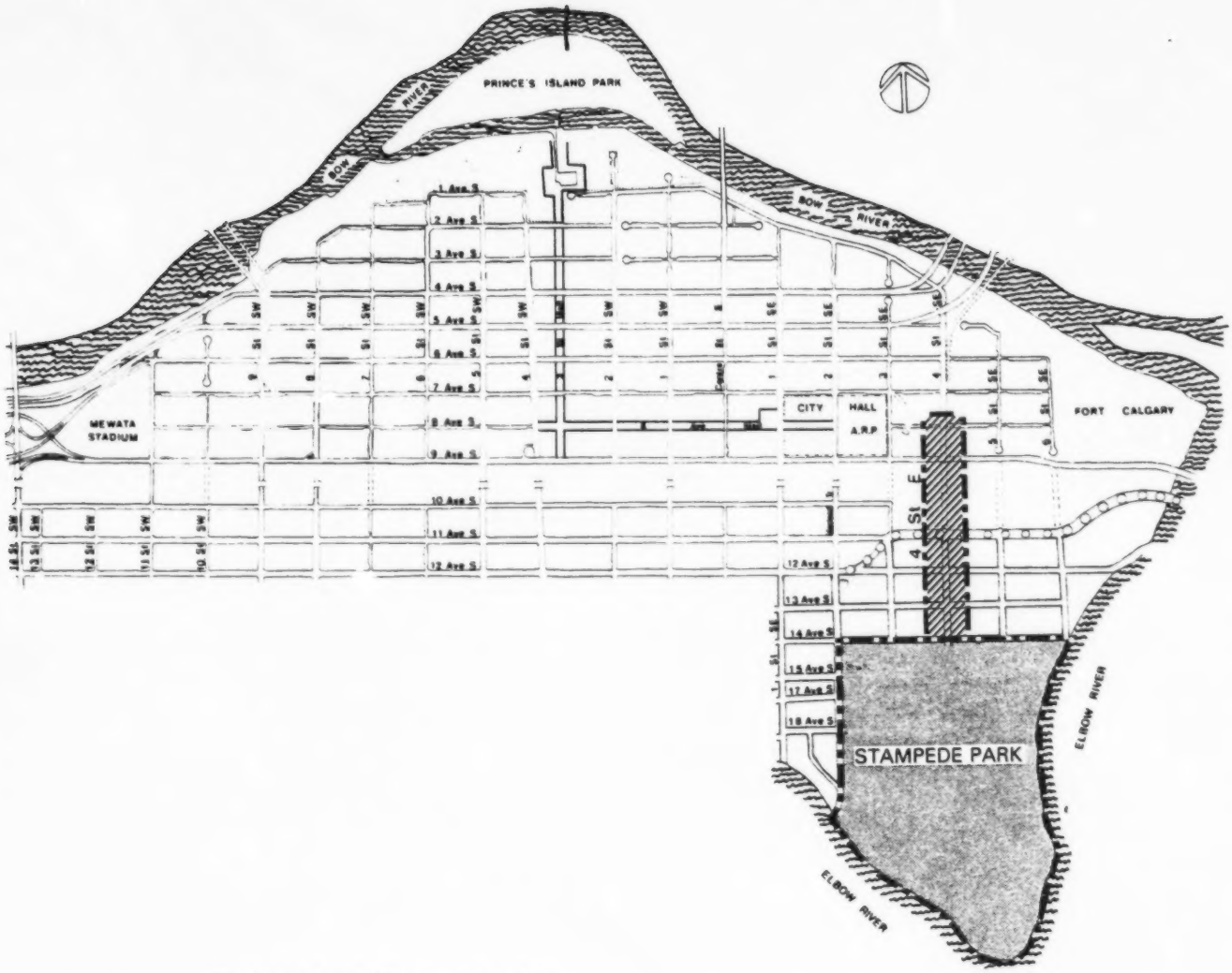
For the area identified as the future Riverbank Promenade between 3rd Street W. and Centre Street, the following requirements apply:

- all buildings fronting along the Promenade must make provision for at least 75 percent of the site frontage at-grade to be occupied by retailing and entertainment uses;

- the building edge should contribute towards creating a diverse and interesting environment by maximizing the number of shops facing onto the Promenade, providing individual access to stores and linking retail activity occurring on more than one level;

- the building edge should also provide weather protection and allow for outdoor extensions of use onto the Promenade;

- an area at least 9 metres wide throughout immediately south of the Bow River must not be overshadowed by development between 9:00 a.m. and 3:00 p.m. (MST) from March 21 to September 21.

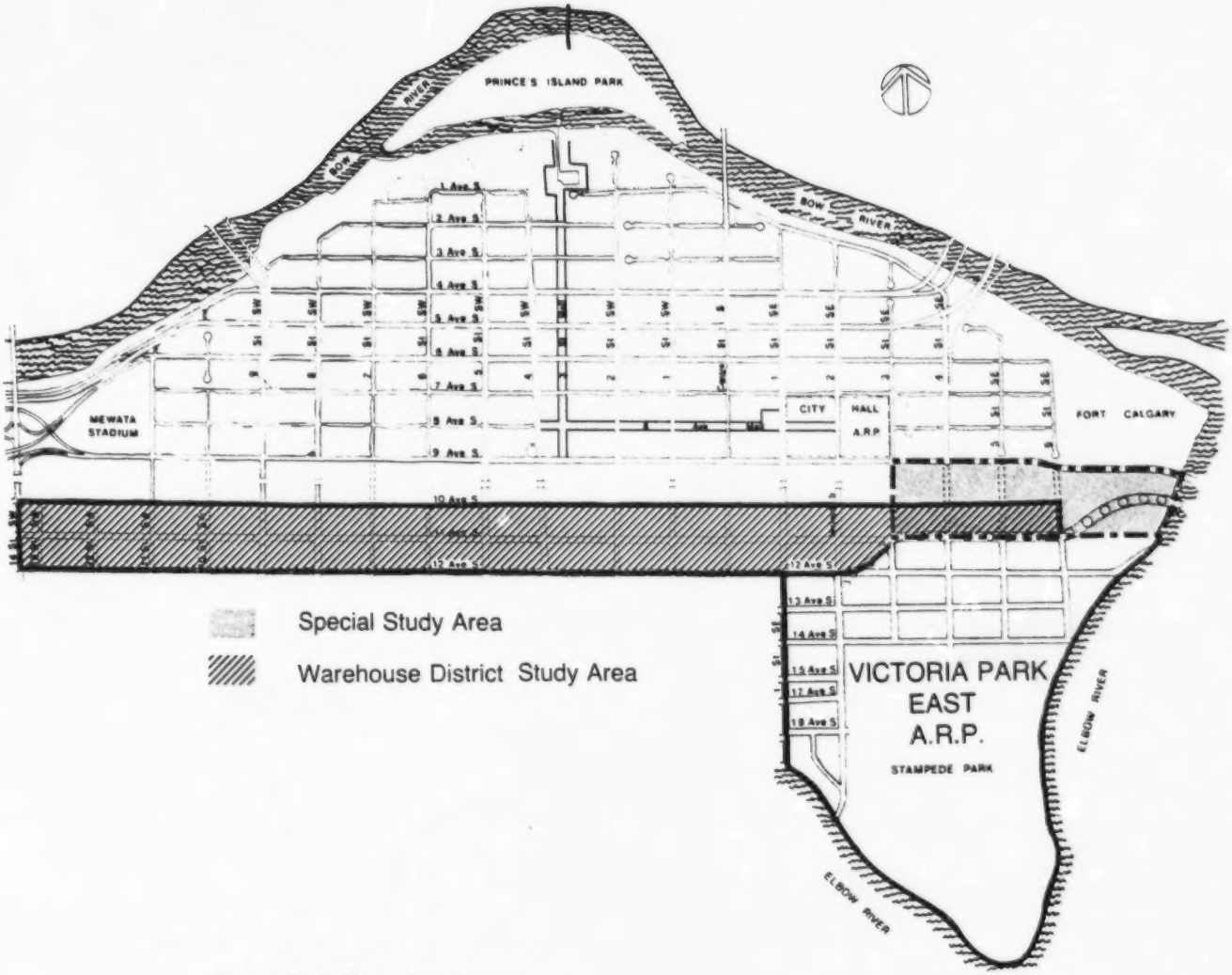


Extended Boundaries

8. Extended Boundaries

Since the Downtown boundaries have been extended, the following are identified as special areas, with corresponding development guidelines necessary:

- Stampede Park,
- 4th Street E. from 8th Avenue S. to the Stampede Grounds.



Special Study Area

9. Special Study Area

The area east of 3rd Street E. between 9th and 11th Avenues S. requires further policy review in terms of land use and development density. It will also be dealt with during the discussions regarding the Rail Corridor's potential undertaken by the Mayor's office.

10. Warehouse District

The concept of a special Warehouse District area in the South Downtown should be explored in consultation with the property owners and other interested parties to produce a report back to Council.

D. ENVIRONMENTAL CONSIDERATIONS

1. Building Form

All buildings, regardless of density, should ensure high-quality development within the Downtown. The building edge should help to create a comfortable pedestrian environment in terms of scale, orientation, visibility and protection from adverse weather. The impacts of buildings on one another in terms of wind, shadowing, overview and so on should also be minimized. All horizontal surfaces overviewed by any portion of the building should be treated as a visual amenity.

2. Sunlight Access

Standards for sunlight access to a number of special areas, including the pedestrian malls, public open spaces and Riverbank, have been identified in the previous section. A number of generalized sunlight guidelines are also warranted to ensure a sense of openness, to modify the scale of buildings and to allow a limited degree of sunlight penetration to grade level. While local conditions or special circumstances may make it difficult for these general standards to be applied and met, all developments should be evaluated relative to these specific public objectives and guidelines. Guidelines are established for the following areas:

i. North-South Streets in Commercial Areas

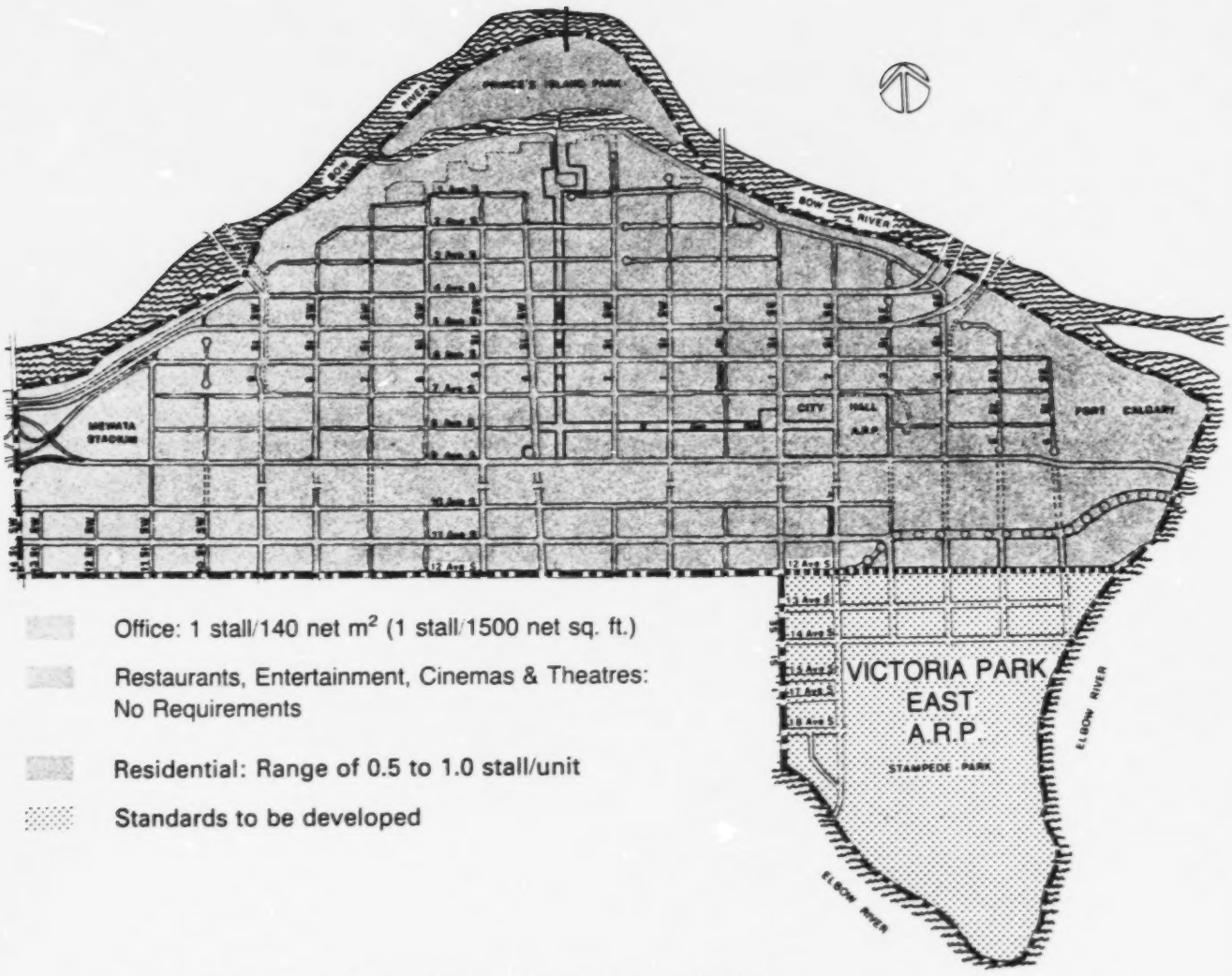
- o no portion of the public area to the west of the carriageway should be overshadowed by buildings between 11:30 a.m. and 12:30 p.m. (MST) from March 21 to September 21;
- o no portion of the public area to the east of the carriageway should be overshadowed by buildings between 12:30 p.m. and 1:30 p.m. (MST) from March 21 to September 21.

ii. Streets and Avenues in Residential Areas

(Standards to be developed);

iii. Streets and Avenues in Chinatown

(Standards to be developed).



Office: 1 stall/140 net m^2 (1 stall/1500 net sq. ft.)

Restaurants, Entertainment, Cinemas & Theatres: No Requirements

Residential: Range of 0.5 to 1.0 stall/unit

Standards to be developed

Parking Standards by Type of Use

CHAPTER 7
PARKING

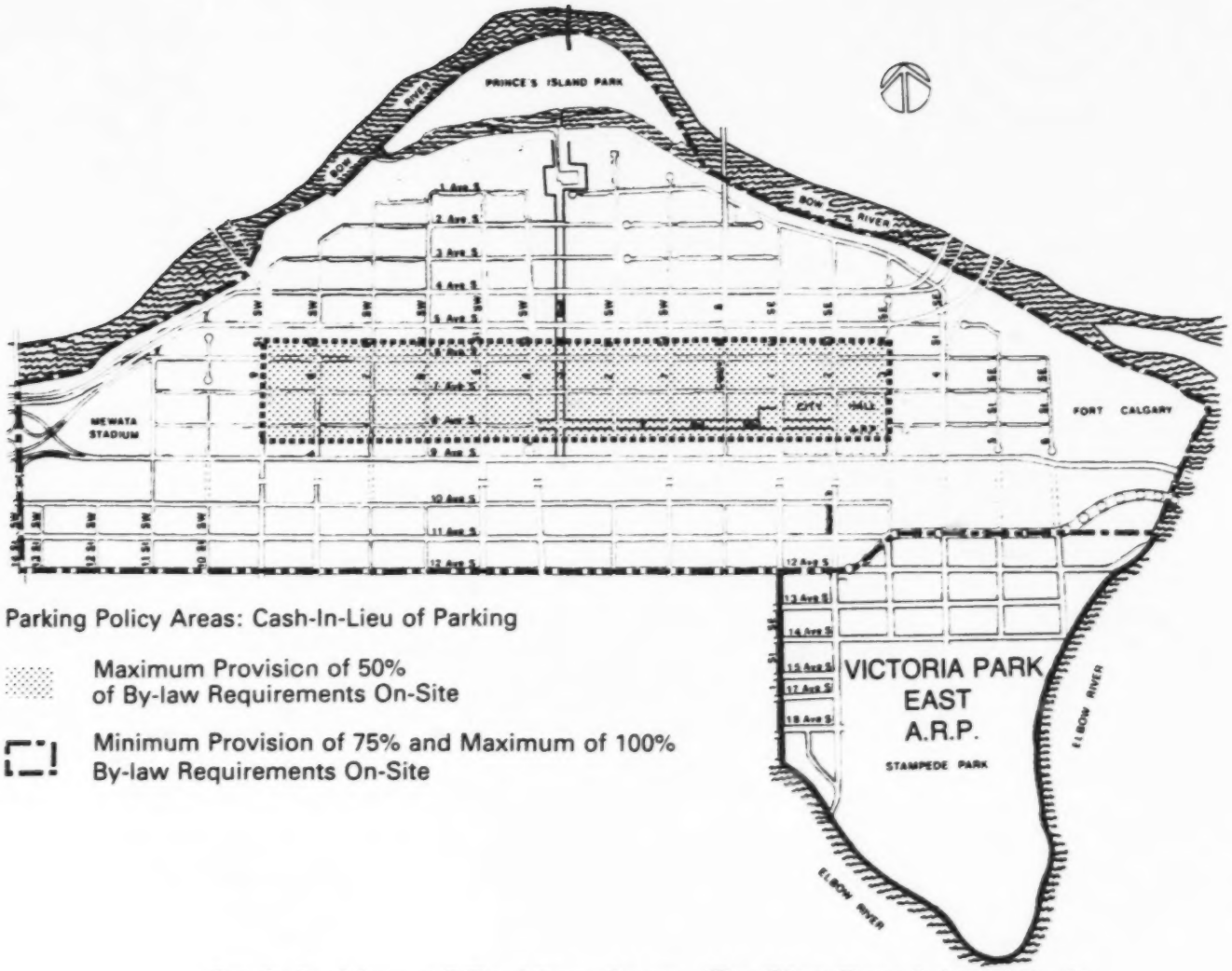
The provision of parking by developments operates within the regulatory framework of the Land Use By-law 2P80 so the following changes to the Downtown parking policies will necessitate amendments to the By-law.

A. PARKING STANDARDS BY TYPE OF USE

In the area illustrated generally north of 12th Avenue S.,

- Office commercial developments require the provision of a maximum of 1 stall/140 net sq.m. (1 stall/1500 net sq. ft.);
- Restaurants, entertainment, cinemas and theatres have no requirements;
- Residential developments must provide range of a minimum 0.5 to a maximum of 1 stall per unit.

In the area south of 12th Avenue S. between the Elbow River and 1st Street E., appropriate parking standards will be formulated by the Administration and the Calgary Parking Authority for a report back to City Council. Furthermore, Council has directed the Administration to bring forward recommendations for the accommodation of loading and messenger service parking facilities in developments.



Cash-In-Lieu of Parking Area - On-Site Provision Limit

B. SHORT-TERM VERSUS LONG-TERM PARKING

Short-term parking shall be arranged on an individual project basis to the satisfaction of the Approving Authority at the Development Permit stage. Furthermore, the Calgary Parking Authority, with input from the Administration and the Building Owners and Management Association (BOMA), will prepare for City Council's consideration a set of short-term parking provision guidelines including consideration of a density bonus for additional short-term parking and a standard long-term lease agreement for short-term parking space.

C. ON-SITE VERSUS OFF-SITE PROVISION

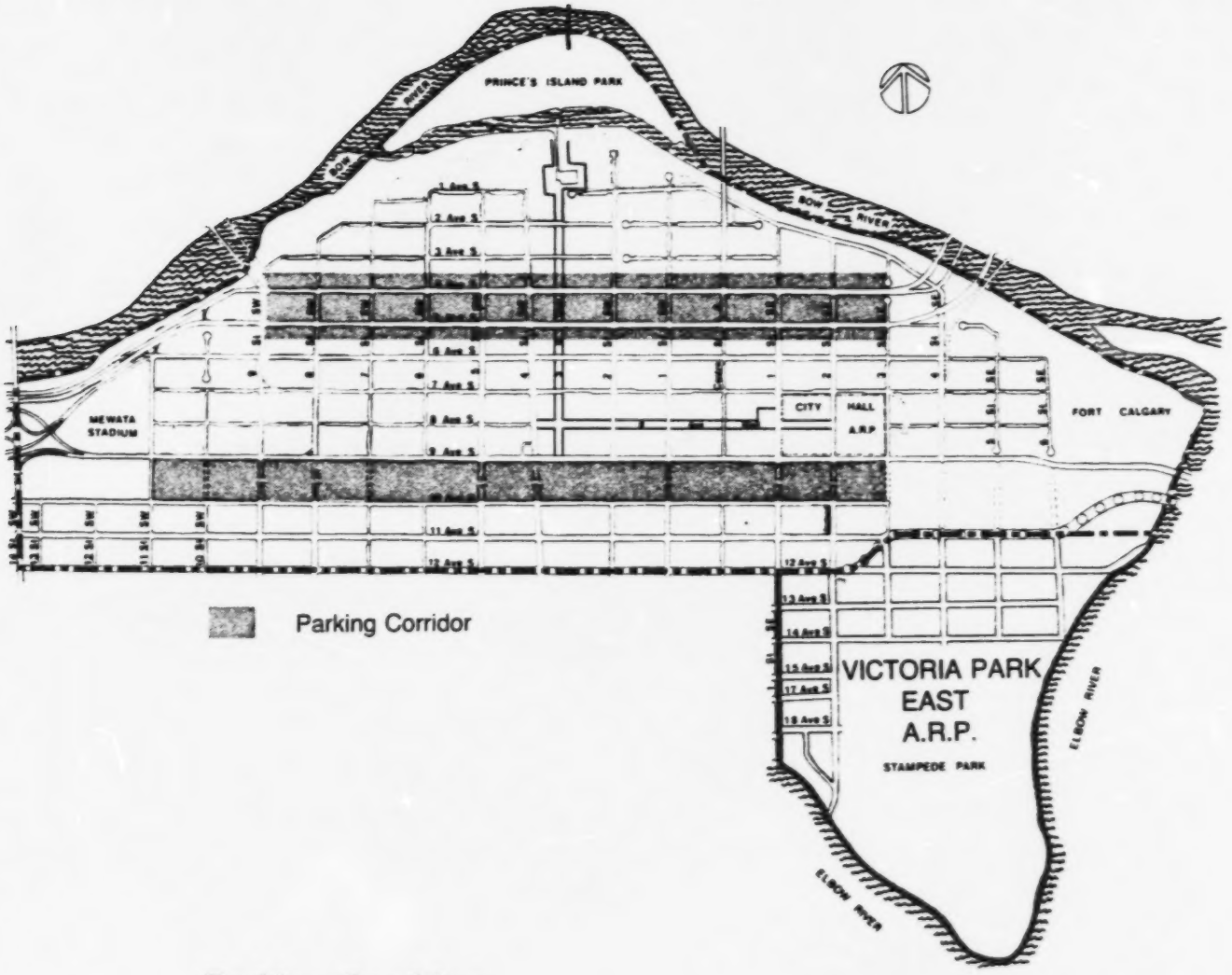
For some time, the Downtown has had a limited central area wherein projects could only provide a maximum of 20 percent of their required parking on-site. A cash-in-lieu of parking payment for the remaining 80 to 100 percent has been secured by the City to be aggregated with other financial contributions and ultimately used for the construction of public garages in the parking corridors. The parking corridors are located on both sides of the primary roads of 4th and 5th Avenues S. and between 9th and 10th Avenues S.

Council has now directed that:

- in a broader central zone, delineated by the lane south of 5th Avenue S./3rd Street E./the lane north of 9th Avenue S./9th Street W., a maximum of 50 percent of the required parking may be provided on-site, while the remainder must be provided by a cash-in-lieu payment;

- the replacement of existing parking structures would be subject to an engineering analysis pertaining to site conditions and access constraints;

- outside the central cash-in-lieu area, a minimum of 75 percent must and up to 100 percent of the parking requirements may be provided on site. However, if a developer is unable due to physical constraints to meet all of the 75 percent on-site requirement, the remainder could be provided by an appropriate cash-in-lieu payment. The portion of the total requirement not provided on-site will be paid through a cash-in-lieu contribution;



Parking Corridors

- garages for public use should in future be provided in various locations including, but not limited to, the following:

  - James Short School site,
  - McDougall School site,
  - 10th Avenue S., west of 6th Street W.,
  - 10th Avenue S., east of 2nd Street E.

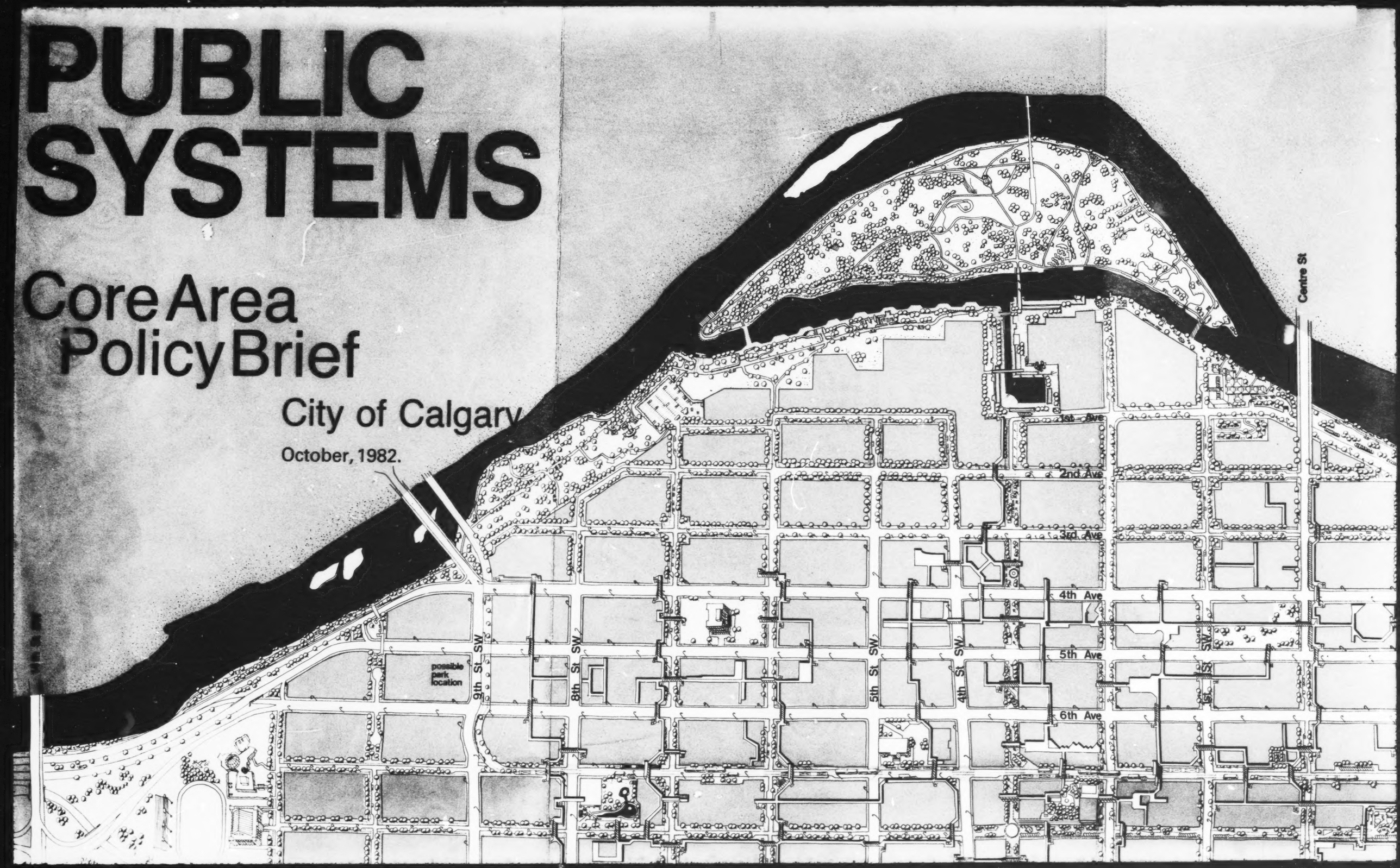
  The Calgary Parking Authority will submit to City Council a plan for completing the parking structures at the McDougall School site, the James Short School site and the City-owned land east of City Hall. This plan will be presented to Council during the Parking Authority's budget proposal.

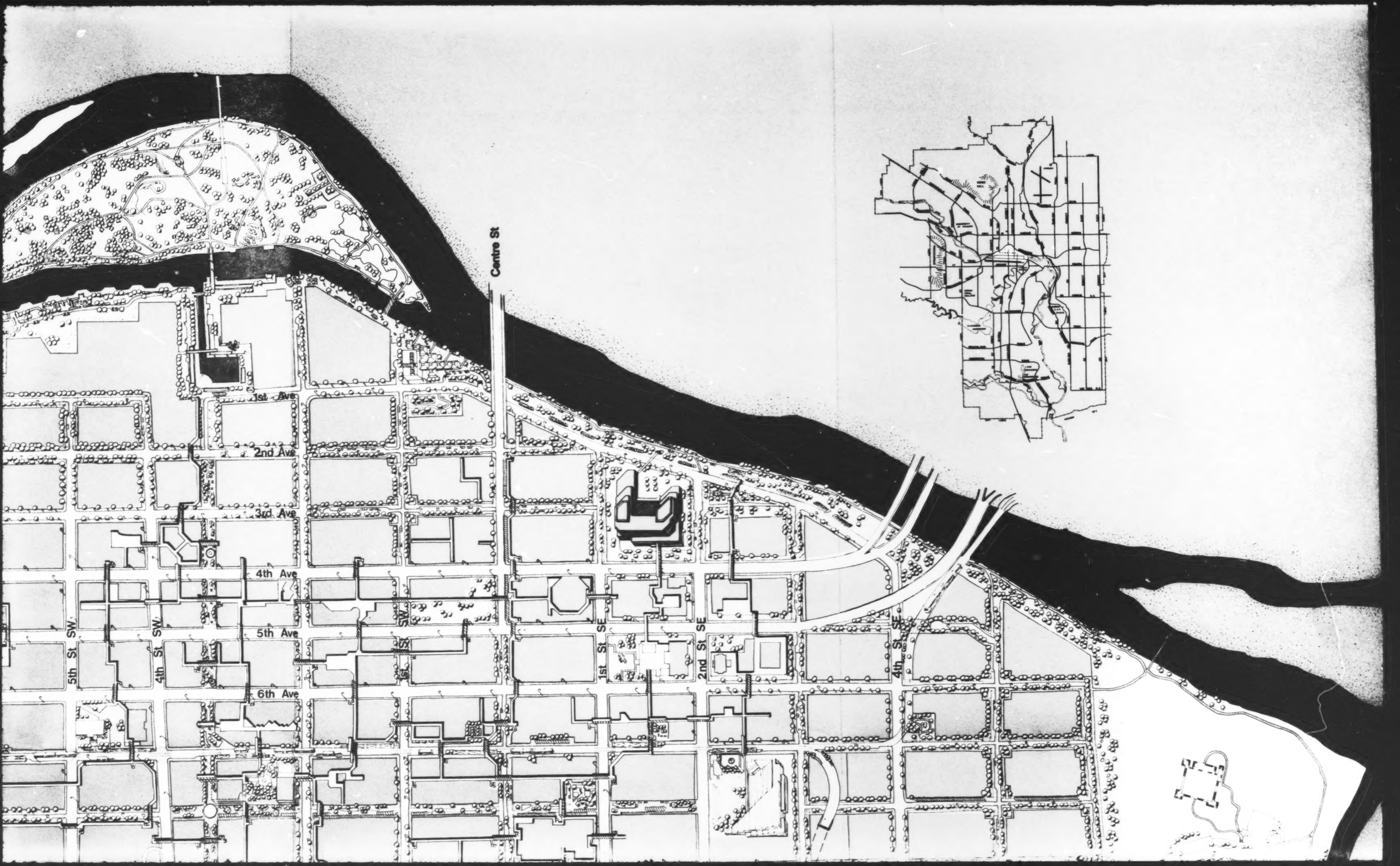
PUBLIC SYSTEMS

Core Area Policy Brief

City of Calgary

October, 1982.




Centre St
1st Ave
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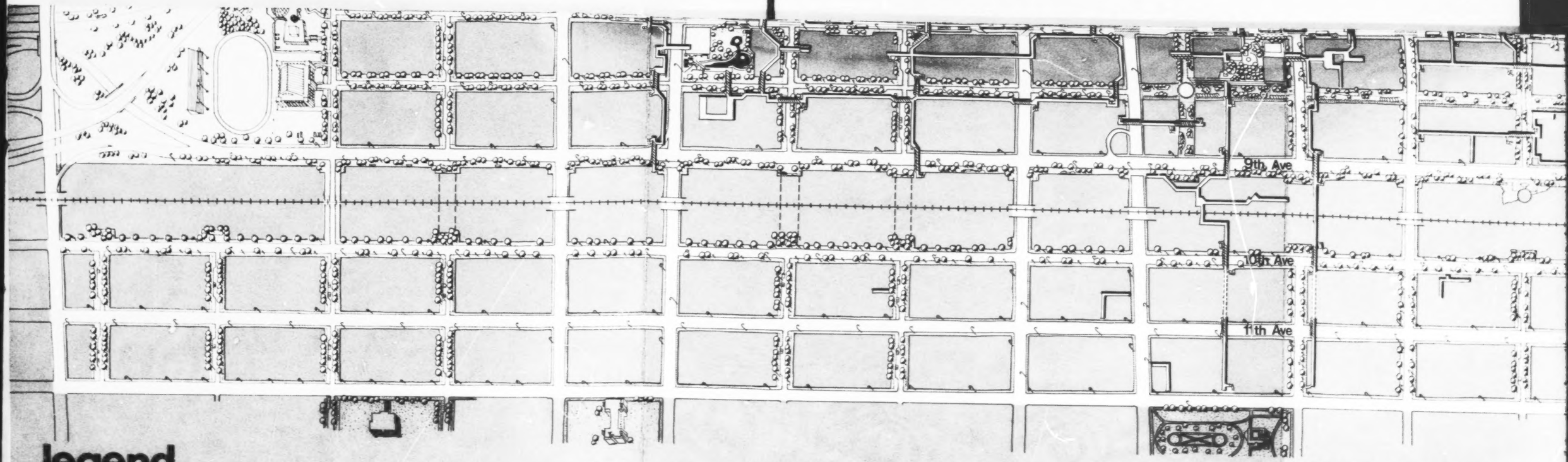
SW
1st St SE
2nd St SE
4th St SE
SE



legend

Roadway Hierarchy and Pedestrian Space

Local Road

Secondary Road

Primary Road

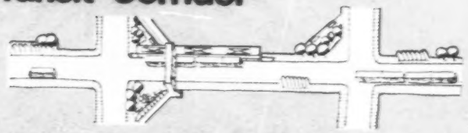
Crossing Improvements

Sidewalks & Pathways

Pedestrian Canopy

Bus Shelters

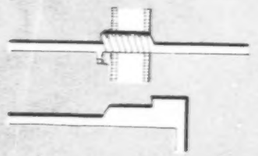
7th Avenue Transit Corridor



+15 System

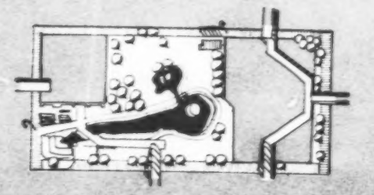
Bridges & Stairways

Walkways & Plazas



Open Space System

Malls, Parks, Riverbank & Special Areas



*NOTE: All road closures are tentative proposals only, and will be re-evaluated within the context of a separate report.

summary

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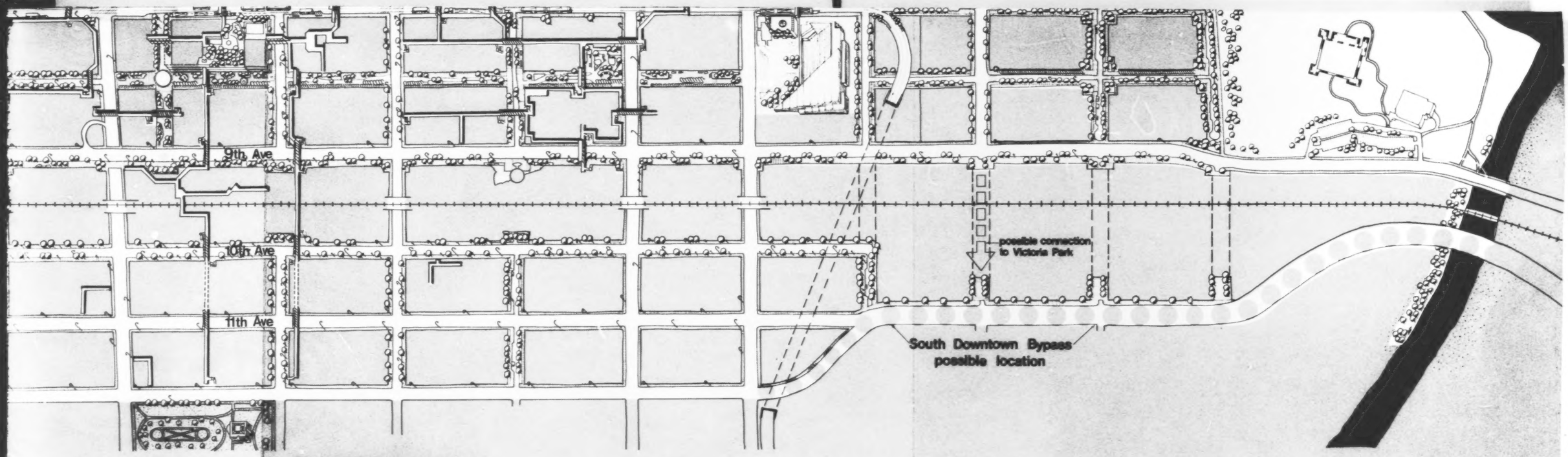

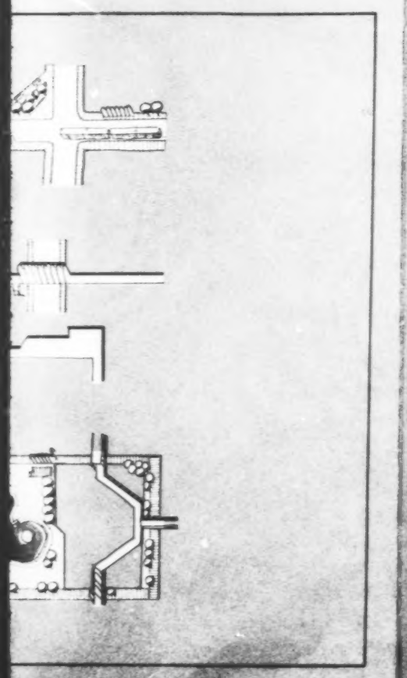

Summary

Those areas of direct public interest in the Downtown are perhaps the most important in determining how it is perceived and enjoyed. Public land is a major component of the total area and is used to provide paths, roads, sidewalks, malls, transit, infrastructure and public buildings. Public services include social programs for the elderly, recreational programs for residents, information services for employees, etc. These areas of public responsibility are referred to as PUBLIC SYSTEMS, and include the following:

Transportation System

The land use controls and pedestrian circulation systems generally act to reinforce the L.R.T. system, with special attention devoted to the 7th Avenue Transit Corridor. Improvements to bus shelters and waiting areas, and better route information will improve the image and dependability of transit services.

The specific function and character of the road pattern established in the Downtown Plan (1979) has been developed and refined. Essential traffic into and through the Downtown is accommodated on primary roads; secondary roads provide a distribution function and allow for some measure of pedestrian improvement; local roads have a major portion of right-of-way devoted to pedestrian use only.

Pedestrian Circulation

The pedestrian circulation system is designed to accommodate the needs of the rapidly increasing number of people in the core area, and to minimize possible pedestrian/vehicular conflicts. The objective is to create an environment which is comfortable, safe and interesting.

There are two inter-connected pedestrian movement systems, the first at grade level and the second at the + 15 level. Grade-level improvements concentrate on the provision of comfortable sidewalks, tree planting, pedestrian level lighting, varied paving materials, consistent signage and usable furniture. The + 15 system provides a continuous, weather-protected, above-grade circulation system, connecting the office core with L.R.T. Stations and parking corridors.

Open Space

An integrated open space system can provide needed recreational opportunities as well as important connections between the different parts of the Downtown. The approach taken has been to draw on and enhance the unique attributes of existing spaces, providing a mix of active and passive, "natural" and "urban" settings.

The major elements contributing to the open space system include malls, several major park areas, improvements to the sidewalk system, grade and + 15 level plazas, the riverbank, and a number of special improvements linking important parts of the system.

Social and Recreational System

While many programs and facilities are presently available Downtown, there are gaps between perceived needs and opportunities for both Downtown residents and employees.

Downtown residents must have access to the normal spectrum of social and recreational services which one would expect to find in any stable community. These could include health services, recreation programs, community facilities, senior citizens support services, information and referral, and day care.

There seems to be a growing interest on the part of employees in making use of social/recreational facilities and programs near their place of work. Activities can be brought within reach of people who might not otherwise have the time or the mobility to get to them. Such activities contribute to keeping Downtown "alive" after normal working hours, and assure better use of existing public facilities such as schools, public buildings, and transit.